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ABSTRACT

This curriculum guide, one of a series developed to assist those involved in implementing career education programs concerned with public service occupations, contains the basic instructional material recommended for the area of public safety, correction, and judicial services preparations. It consists of six units: (1) organization and operation of police departments, (2) basic elements and issues in administration of justice, (3) preventive patrol techniques, (4) investigative techniques, (5) traffic direction and control, and (6) delinquency prevention and control. The guide offers suggestions for course content, teaching materials, and instructional objectives as well as teacher and student activities helpful in preparing individuals for entry-level positions in public safety occupations. Related documents are available in this issue as VT 020 856 and VT 020 793-VT 020 795. (Author/MF)

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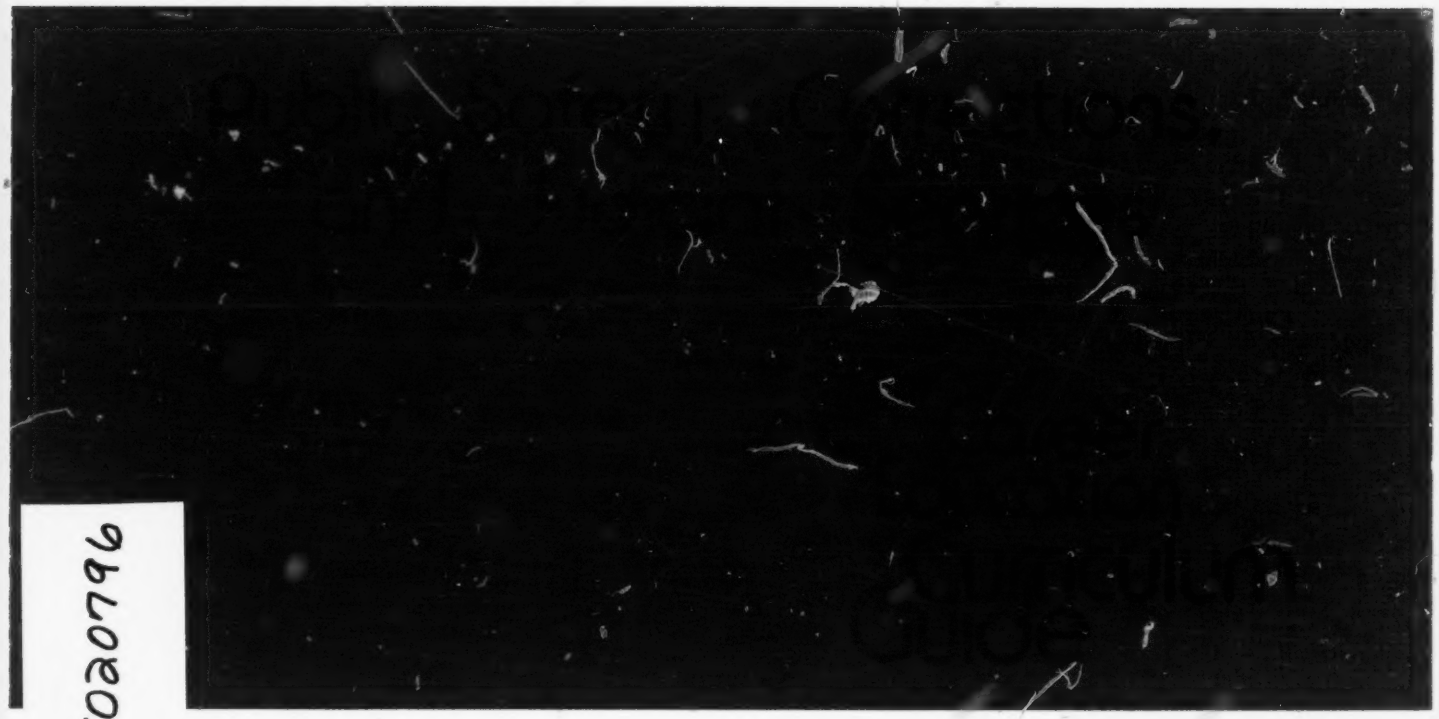

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Preparing for Public Service Occupations

Public Safety, Corrections, and Judicial Services

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FOREWORD

The Public Safety, Correction, and Judicial Services Career Education Curriculum Guide is one of a series developed to assist those involved in implementing career education programs concerned with public service occupations. This guide consists of six units and contains the basic instructional material recommended for the area of Public Safety, Correction, and Judicial services preparation. It offers suggestions for course content, teaching materials, and instructional objectives, as well as teacher and student activities helpful in preparing individuals for entry-level positions in public safety occupations. The subject matter is oriented toward teachers with minimal training and/or experience in public service educational preparation. Units are presented in a sequential order; however, each is designed to stand alone as a separate body of knowledge. Primary emphasis is on public safety occupations preparation; however, other individuals may also want to utilize the information contained in this guide. All of the information is "suggested," and should be adapted to meet local conditions and needs.

This guide was prepared by the California State Department of Education, Vocational Education Section, Program Planning Unit, which is under the direction of E. David Graf. The major responsibility for the coordination of this guide belongs to James J. Lynn, Curriculum Specialist, Public Service Occupations Curriculum Project. A wide range of suggestions and approaches to the subject were received and, wherever possible, incorporated into the final document. Since the resulting materials represent many opinions, no approval or endorsement of any institution, organization, agency, or person should be inferred.

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Unit 1

ORGANIZATION AND OPERATION OF POLICE DEPARTMENTS

Here are the contents for the introductory unit to the Public Safety Group. We suggest a careful reading of it before you read the text.

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Unit 1

ORGANIZATION AND OPERATION OF POLICE DEPARTMENTS

INSTRUCTIONAL OBJECTIVES

1. Ability to describe the general organizational structure of a typical police department.
2. Ability to understand the general requirements for admission into the police service.
3. Ability to distinguish the various employment categories in the police service and their basic duties.
4. Ability to summarize the mission and primary tasks of selected police units and services.
5. Ability to recognize the relationship between law and order, and individual freedom in police work.
6. Ability to form positive values about general police operations.

CONTENT

INTRODUCTION

The organization of modern-day society for its own protection against crime and the criminal element provides one of the most interesting and fascinating stories of our time. Crime and delinquency are among the major social problems confronting the American people. In addition, the mass production line in the automotive industry and the rapid increase in motor vehicle registration present challenges of major proportions to modern society.

So that the problems involved can begin to be understood, and proper solutions arrived at, a new educational field of police organization and management has evolved. This is the study of the principles of organization and administration of law enforcement agencies, and applications of these principles to the effective delivery of modern police service. The discussion herein will cover the fundamentals of that new science.

Police problems tend to become complex in proportion to the extent that they are understood. The organization and administration of the police enterprise is a technical undertaking that requires an informed approach if the resources of personnel and equipment are to be used to the best advantage and with the best results.

This unit is primarily concerned with the problems of municipal police service, although the basic principles involved apply equally well to law enforcement administration at the county, state, and federal levels, and to the fields of commercial and industrial security.

EMPLOYMENT LEVELS

Prior to discussion of organization and management, however, it is necessary to understand the various employment levels within the police service. The first task, then, is an identification of the employment levels and their associated responsibilities.

Patrolman.

The *patrolman* is the first-line officer of the Police Department. He is charged with the general responsibility of enforcing the law and providing services to the public. The patrolman is the most visible member of the Police Department and often the only member with whom citizens may come in contact. Patrolmen may be assigned to such duties as patrol, traffic enforcement, tactical patrol or strike units, canine corps, community relations, clerical, etc.; but are most frequently assigned to uniformed motor patrol.

Detective.

The *detective* is assigned to a non-uniformed criminal investigation unit. It is not always a specific rank, and a policemen is sometimes assigned to the task. In the event detective is a separate rank, the salary and prestige are slightly above the rank of patrolman and below the rank of Sergeant. The term *Detective*, however, is commonly used to describe anyone assigned to non-uniformed investigation.

Sergeant.

The *Sergeant* is one rank above the patrolman. He is the first level of supervision. When a Sergeant is assigned specific duties, the identification of the duty usually takes precedence in his title. For example: *Patrol, Detective,* or *Records Sergeant.* Some police departments do not have this rank, and others use it only in specialized areas such as the Detective Bureau.

Desk Lieutenant.

The rank of *Desk Lieutenant* is a position found in some areas of the United States, and usually with duties in communications. A rank above Sergeant, but below the full rank of Lieutenant, the Desk Lieutenant does not usually excercise supervisory or administrative authority, and does not usually participate in the actual enforcement of the law. It should be remembered, however, that all sworn police personnel have the powers of arrest and are charged with the responsibility of enforcement of the law.

Lieutenant.

Sometimes called *Field Lieutenant, Detective Lieutenant, Training Lieutenant,* etc., this rank either replaces Sergeant, where that position does not exist, or is the first administrative rank. The Lieutenant is usually assigned both administrative and supervisory duties, and police at this level may be charged with active enforcement in specialized instances. A Lieutenant is usually in charge of a work shift.

Captain.

The *Captain,* above the level of the Lieutenant, is primarily charged with administrative responsibilities. Although Captains do exercise some supervisory responsibilities, they are seldom involved in the actual enforcement of the law. A Captain is usually in charge of a detail or region, such as a station or precinct.

Inspector.

Inspector is a rank common to the larger Police Departments only. The Inspector is primarily involved with administrative duties, in charge of such police functions as patrol, investigation, records and communications, or training.

Deputy Commissioner.

Also known as *Deputy Chief of Police*, the Deputy Commissioner is primarily concerned with administrative and policy-making matters. Working directly under the Commissioner or Chief, a single Deputy would have the responsibility of running the Department in the Chief's absence, with general responsibility for personnel. If the police force has more than one Deputy, as many larger Departments do, responsibility may be divided in relation to the various functions.

Commissioner or Chief of Police.

Usually an appointive office, this is the highest rank of the Department. The Chief or Commissioner interacts with the political structure, and deals largely with the Department's budget. He sets policy for the Department and is responsible for all of the Department's activities. The Chief is the final authority in the structure of the Police Department.

Civilian Employees.

As Police Departments are generally organized along semi-military lines, the term *civilian* is usually used to designate personnel who do not have enforcement authority. Employees with enforcement power are usually referred to as *sworn personnel*.

Civilian personnel are normally employed in activities necessary to support the sworn members of the Department in the discharge of their duties. For example: clerical-secretarial, radio dispatchers, and information clerks. Civilians with special expertise may also be employed by a Police Department in such fields as computer technicians, analysts, and programers, or as laboratory scientists in a crime (or *forensic*) laboratory. Civilian employees are normally supervised by sworn members of the Department at a rank level commensurate with the task the civilians perform.

The Police Executive.

At the upper level of management, the leadership role is similar to that of a ship's navigator. The Police-Chief Executive is confronted with the responsibility of making high-level, critical decisions, as opposed to routine decisions. They are decisions that define the ends of the undertaking and shape its essential character. He is also responsible for seeing that the organization accepts and implements these objectives, once they have been established.

One of the major goals of the Police Chief-Executive is the establishment and maintenance of good departmental morale, and of a true spirit of teamwork and correlation of the different units of the Department into a unified working group. One of the better ways of attaining this goal is the development, by the executive, of incentive systems. Under inspired leadership, good systems of this nature will promote initiative and self-reliance, and generate a far more powerful driving force than could ever be imposed by a *voice of authority* from the top.

POLICE ORGANIZATION

The word organize has been defined as: to systemize into a whole a number of interdependent parts, each of which has a special function or relation with respect to the whole. This definition is basically structural in concept, and has led to preparation of so-called *organization charts*, as shown in Figure 1.

The Organization Chart

Description. The organization chart is simply an arrangement of lines depicting schematically the organizational items of position and function. These arrangements may be simple or complicated, depending upon the size and diversity of the organization.

Usually the lines connecting the various *boxes* show the formal lines of communication, authority, and responsibility, as these were conceived in the organizational design. These lines do not, however, reflect the actual activities of the organization. If, in fact, these lines were strictly enforced, the organization would be unable to function.

Likewise, if an attempt is made to show on the chart all the informal interrelationships of the various departments and personnel, even in the simplest form, the chart becomes almost unreadable. This would probably be a futile attempt, anyway, as relationships of the various activities in a Police Department will be constantly changing with different situations.

The value, then, of the organization chart is highly limited. It provides only a visual basis for the general grouping of activities. Beyond this, however, reliance on the organization chart as a basis for decision-making may be disastrous.

Limitations of the Organization Chart. Organization is only effective insofar as it helps the enterprise determine and achieve its short and long range goals. *Regardless of the*

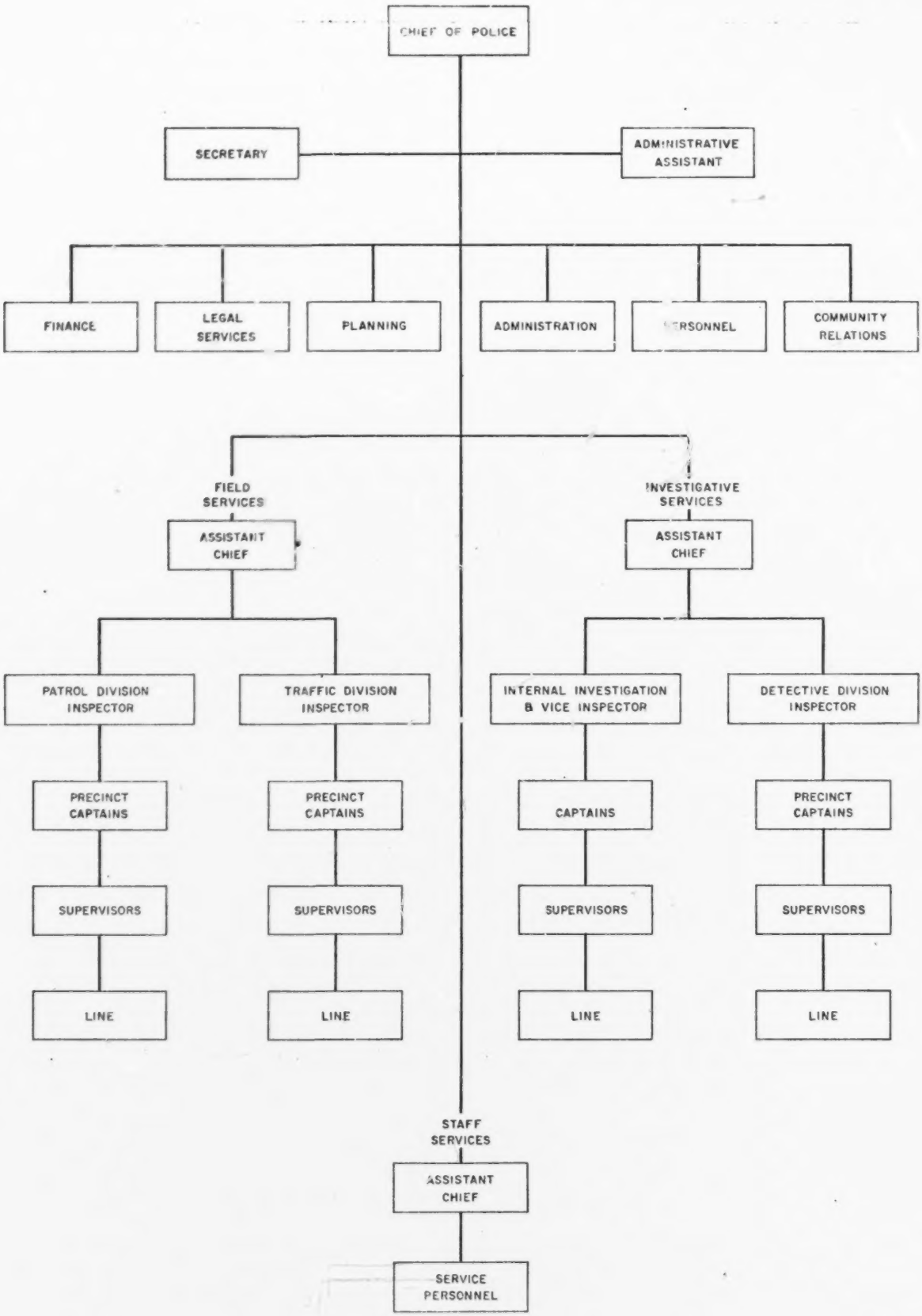

Figure 1. Typical Organization Chart

geometric numerical sequences, if an organizational pattern does not assist in the achievement of either short or long range goals of the organization, it becomes meaningless. In fact, some instances may well provide an atmosphere in which strict adherence to these organizational lines may prevent the achievement of organizational goals.

Organization of any working group is almost always the result of a series of compromises which generalize many possibilities into a specific situation.

Organization, it must be remembered, is a dynamic and fluid force, and does not exist in a vacuum; it is made up of persons who react and respond to numerous different forces, many of which cannot be really defined or measured. There is thus another limitation to specific organization structure: the characteristics of the individual or individuals involved, at the various levels of employee, supervision, and administration.

"Humanism" in Organizational Structure

Organizational structures should be regarded, therefore, as considerations, which under normal circumstances serve to develop questions that the organizer must answer in the light of the specific situation with which he is dealing. With this definition, structures become viable instruments with which the organizer can work, applying or relaxing them to different degrees, for the purpose of goal achievement.

Structural organizational concepts are absolute necessities. Without this, the organization would be merely a loose fabric of unrelated parts with little logic and excessive waste. Unresponsive structural organization, however, serves only to bind up the organization in *red tape*. The increasing trend toward police unions and the strengthening of police associations is a result of the demand for *humanism* in administration.

In addition, within the structural organization, rules are necessary, and division of tasks is quite proper. If, however, all the rules were obeyed precisely, with no changes, the organization would come to a standstill. Informal interchange between divisions, for example, accounts for much useful information being exchanged. Formal channels are not the only way to communicate needed information in a police agency.

For instance, it would be difficult indeed for a detective to follow the formal procedures in obtaining information from a patrolman. The detective would have to ask his Sergeant to pass the request to the Detective Lieutenant; who in turn would pass it to the Detective Captain; who would send it to the Detective Inspector; who would forward it to the Deputy

Chief, and subsequently, to the Chief. The process would then reverse itself, going back down through the same chain in the patrol division. Once a response was drafted by the patrolman, the process would be repeated, but from the patrol division. Figure 2 illustrates the Formal Process in a graphic manner.

This process, as can be imagined, is highly time consuming and wastes the time of at least eleven people without necessity. Usually this process is avoided by a short conversation between the detective and *beat man* in the hallway or a short telephone call, as indicated by the line of informal communication in Figure 2.

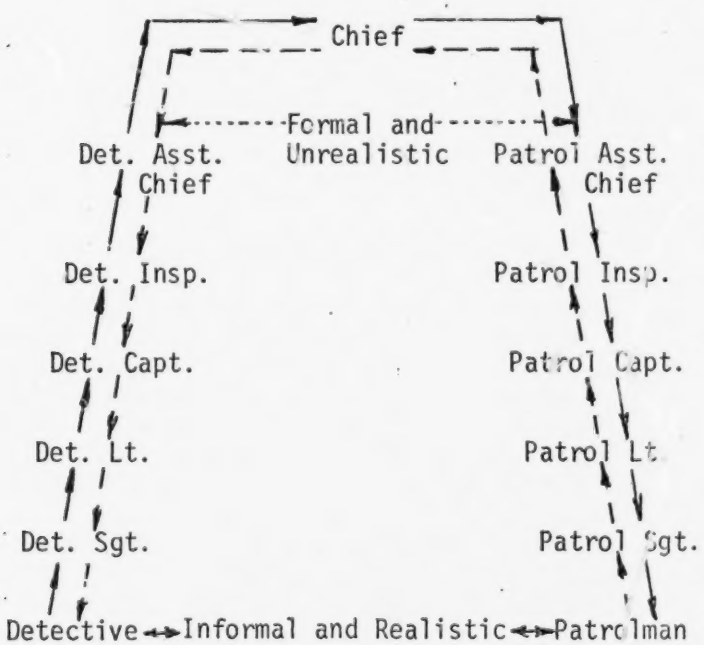

Figure 2. Procedural Methods

More importantly, the structural approach allows little room for *humanism*; that is, man-in-organization. *Man is the key factor to goal achievement and organizational success. Man is both logical and emotional, and his needs must be understood and met, or the organization will be a mere skeleton, unresponsive, and ineffective.*

Within the confines of these organizational concepts, most police departments are arranged in four functional ways:

- administrative services;
- personnel;
- operational services; and
- auxiliary services.

ADMINISTRATIVE SERVICES

Administrative services include planning and research, inspection and control, and the police relationship with the public. It is not the intent here to provide a detailed analysis of each of these activities; rather, to give the reader an overview.

Planning and Research

Administration, the task of the Chief of Police, is the process of directing the organization so that it will produce results effectively and efficiently. The Chief's duties are many and varied. Through his command staff, he deploys his men, coordinates their efforts, and controls their activities. He prepares the organization's budget, and plans operations to stay within the limits of that budget.

A good Chief studies the past, analyzes the present, and plans for the future. *Successful administration depends to a large extent upon comprehensive planning.* The extent and complexity of an organization are not factors which determine the need for planning in varying degrees. Every law-enforcement agency throughout the nation must engage in the administrative functions of planning and research, whether the task is accomplished by a single person or a group specifically assigned to this duty.

Inspection and Control

The best planning in the world will fail, however, unless suitable control is exercised over its execution. *It is not sufficient to give an order; it is also necessary to see that it is carried out.* Both of these actions are impeded by communication difficulties or other symptoms of an unhealthy organization. The order must filter down channels through operating personnel without distortion; information must also go back up the channels without distortion, if those who issue the orders are to know whether they are executed. Suitable control is dependent upon followup inspection and intelligence designed to bring deficiencies promptly to the attention of those who should deal with them.

In addition to a system for discovering and correcting deficiencies and oversights that are reflected in police records, the Chief needs a system of inspection to assure the discovery of failures that are not so readily discovered by an examination of the records. Compliance with department regulations and operating procedures can usually be assured only by inspection of actions, persons, and things. Many police weaknesses

and deficiencies are traceable to the failure to assure their discovery and correction by means of a system of inspections.

Relationship with the Public

Responsibility to the Public. Contrary to many diverse advocates, a policeman, as a policeman, is not an animal of love. The policeman must regulate society, and at the same time achieve that fine balance between freedom and responsibility. He must be firm with the criminal, and compassionate with the injured or troubled child. He must adopt the right relationship to fit the needs of the immediate situation in a society where mankind is free to view things differently than do the law enforcers. No governmental system known is more difficult to police than a democracy where individual freedom is the highest ideal. *Yet, it is in such a setting (democracy) where man can achieve his greatest heights, and the police are charged with the responsibility of ensuring an environment where all men can live in dignity with the maximum degree of freedom.*

Although some perceive a conflict, there is no conflict here. It has been said that in some respects the community, which is unable to resolve its own contrasting feelings concerning the relationship between law-and-order, and freedom, makes conflicting demands (either potential or actual) on the Criminal Justice system. Thus, the community, or some segment of it, demands:

- That appropriate public order must be *maintained* while simultaneously, individual rights of self-expression and free assembly must be *preserved;*
- That crime must be prevented and criminals must be found and *convicted,* while simultaneously, the procedural rights of persons suspected of crime must be *protected;*
- That persons convicted of crimes must be *punished,* while simultaneously, law-and-order, and freedom, make conflicting demands (either potential or actual) that they must be *rehabilitated.*

The thought indicated here is that *law and order,* or *domestic tranquility,* is at odds with *freedom.* That is not true. *Freedom can only abound where man can feel relatively safe in his environment. Threats, regardless of their source--whether from the law breaker, or from those who are responsible for governmental coercion--will stifle freedom. Therefore, man can only be free in a safe society.*

Freedom, as a term, is not used here to indicate abandonment, but rather freedom to be responsible and responsive. This,

then, is the freedom law-enforcement agencies must uphold.

Effectively Operating with the Public. The basic police purpose of preserving the peace and protecting life and property is accomplished by controlling the behavior of people. A person's conduct is determined either by what he wants to do, or by what he is afraid or compelled to do. Similarly, public compliance with the law and regulations is obtained either by developing a public willingness to conform to the desired pattern of behavior, or by compelling people to conform by threat of punishment.

Compliance is won principally by force in totalitarian and police states. In other countries where the police are a tool of the central government, they are often used to impose the state's will on the people and to perpetuate it's administration.

In America, on the other hand, compliance with minimum enforcement is the democratic process; it is a basic characteristic of the best British and American police forces. The leaders of these countries are becoming more and more convinced that no lasting good will come of a control imposed on an unwilling people; that no real progress is made in the development of order and security except as an attitude favorable to law observance is developed in the people.

This does not mean that enforcement should not be used by the police in a democracy. It does mean, however, that it should not be used except as the general concepts have been approved by the majority.

Compliance won principally by force is a characteristic of police incompetence; it is the hard way to do the job. *Compliance won principally by other means than force is evidence of a high order of police ability; it is the easiest and most desirable method of accomplishing the police purpose.*

The development of effective operating relationships between the police and the public is, then, a function demanding the highest of priorities.

PERSONNEL

Although personnel may not be an entity of it's own, the importance of this function deserves special consideration. The area of personnel is basically concerned with police recruitment, training, and promotion.

Recruitment and Entrance Qualifications

Personnel administration has been defined as the art of selecting new employees and making use of old ones in such a manner that the maximum quality and quantity of output and service are obtained from the working force.

Conceived originally as an antidote for the old *spoils system*, public personnel administration has developed into a major phase of public management. These developments have evolved simultaneously with the career service in which appointment and promotion are based upon merit.

In recent years, the selection process has become the central point of interest in the police personnel program. Modern police managers have developed a strong sense of consciousness of personnel problems. They recognize, in today's America, that they must be concerned with the personnel resources at their disposal in carrying out the complex objectives of modern police service. As a result, recruiting standards in the American police services have been strengthened to the point where in the better Departments only superior individuals can meet the requirements. This trend toward the elevation of police entrance qualifications may be seen throughout the entire field of police science and management.

Educational Qualifications. The nature of the duties and responsibilities of the police officer today require intellectual ability substantially above average. With the trend toward a minimum educational standard of two years preparation at the university and college level, individuals are joining police departments better equipped to deal with the complex problems of police work.

This view is confirmed by the increasing number of colleges and universities offering two years of undergraduate work in the police science major, and the number of colleges with a four-year program leading to the Bachelor degree in this professional major.

The International Association of Chiefs of Police recently gave strong backing to the concept of police training at the university and college level. This circumstance is firm assurance that there will be progressive increase in the number of educational institutions offering undergraduate work in the police major. There will likewise be a continuous increase in the number of university and college trained men and women entering police service.

Many commercial tests are available for the measurement of intelligence and personality traits. In progressive police departments, these tests are included as part of the entrance

examination. Psychologists or psychiatrists can be utilized in the screening process of police applicants. *A patrolman should possess greater emotional stability than the average person has. He must be able to cope with frustration and crisis situations.*

In terms of educational background, a high school education is regarded generally as the absolute minimum requirement for entrance to the police entrance examination. An increasing number of departments require, as a minimum, the completion of at least two years of college work, preferably in the police science major. There is an observable trend toward the Bachelor degree as a minimum educational requirement, and police leaders agree that this will ultimately become the standard for all police officers in urban centers.

Physical Qualifications. The demands of police service upon the individual officer place a high premium on physical and mental health. The physical condition of the recruit should be nothing less than excellent.

The police officer requires physical strength and agility, equal to, or above that of the average high school senior. A day's work in a police uniform frequently requires good physical coordination, speed of movement, and physical strength.

However, less emphasis is being placed today on such characteristics as the height and weight of the candidate. Many capable men of somewhat less than average height are lost to police service where there is little or no flexibility in this requirement. However, weight should be in proportion to height, and this is a determination that should be made by a licensed physician.

Age Qualifications. The prevailing age limits for entry into police service are generally from 21 to 31, with a strong tendency in an increasing number of departments to reduce the maximum age limit. Important advantages are gained by recruiting men in the younger age bracket into police service. Experience indicates that the younger man responds better to training; he has more potential years of service; he has greater physical strength and endurance; he is more likely to approach his new assignment on a career basis.

Character Qualifications. The character and reputation of the new recruit must be unassailable. A Police Chief cannot afford to appoint to his force an applicant whose reputation is questionable, nor one whose character is such as to cast doubt on his future actions. It is general policy in virtually every jurisdiction to disqualify any candidate whose record has not been free of violations other than minor traffic offenses.

Residence Requirements. An increasing number of departments have abandoned the residence requirements (that is, pre-employment residence in the community) as a condition of appointment. It is now the feeling that this obstacle to career service in the police field is inappropriate in a police personnel program. It only serves to reduce the number of qualified applicants from whom the most promising men may be selected.

In general, only the best must be considered for appointment, and any doubt about a candidate's qualifications must be resolved in favor of the department. *The selection process must provide an officer who is best suited to his assignment, and who represents a contribution to the reservoir of leadership in terms of present or potential qualifications for supervisory and command positions.*

Training

The former role and mandate of the law enforcement officer was simple and direct:

- preserve the peace,
- prevent crime, and
- apprehend the criminal.

This older concept, however, has been considerably broadened by social change. The police officer now finds himself playing the role of referee between rival social groups. He finds himself involved in the delicate field of human relations, and he must attempt to understand and utilize the changing social structure of urban society.

The field of law enforcement, by the very nature of its being, must demand and enforce adherence to specific standards, even when such standards are subject, as they are today, to challenge and change. A police officer recruited generally from the area in which he will serve has been shaped in his life by local patterns which reflect the attitudes, prejudices, and values of the community. Through training, the police officer can change his skills and gain more knowledge, but his attitudes are changed by education and positive example.

Training is a somewhat narrow term. *Training has been defined as instruction of certain basic skills which, when mastered, will assist the police officer in performing a particular task.* Training in this regard is limited to conditioning and disciplining people to react in certain ways to a specific situation.

Training of this type is certainly necessary, but the modern police officer also needs exposure to a wider range of knowledge which can provide him with the capability to see social phenomena in their proper perspective. He needs to understand the meaning and purpose of his role in society. The police officer, then, must be encouraged in every possible way to pursue educational objectives beyond that training provided in an academy setting. A strong training curriculum, coupled with higher educational opportunities, will provide the firm base he needs to make the proper decisions for the preservation of both law-and-order and a free society.

Promotion and Lateral Entry

Lack of Rapid Promotion. Promotional opportunities in a police department, as in any organization, are limited to some extent. The number of supervisory and command positions is relatively small when compared to the total personnel strength of the department. This circumstance tends to freeze personnel in the lower ranks for extended periods of time, resulting in a possible loss of incentive and morale.

With the increasing emphasis on the police field as a career service and the growing number of college-trained officers, the problem of morale is almost certain to be given further attention. The increased proportion of better trained personnel will undoubtedly add to this lowered morale and sense of frustration, because of the slowness of promotion.

Lateral Mobility. The trend toward *lateral mobility* of police personnel is one bright light on the horizon which may offer an approach to this problem. For some years now, an increasing number of cities have been selecting their Chiefs of Police through open competitive examination. It has become common practice in some parts of the United States for a new Chief of Police to be imported from some other department, and frequently from some other part of the country.

This same practice is being increasingly followed for supervisory and command positions which are also being filled in this manner. Several police departments have recently held open competitive examinations for the rank of Captain of Police, which were open to any law enforcement officer with the proper qualifications. These requirements have usually been along the line of five years experience in police service plus three years as a police lieutenant, or as a police sergeant with at least one year of college-level training in Police Science or related subjects. This cross fertilization of professional police is considered a healthy situation for police departments throughout the country.

One school of thought is that good officer material in some of the smaller forces is often wasted because of the lack of opportunity for promotion in those forces, where the number of higher ranks in the organization is small and vacancies in them are few and far between. It is felt that appointments in the higher ranks of all police forces should be made on an open competitive basis from selected applicants recruited from forces in all parts of the country.

Lateral mobility or entry of police personnel offers a number of apparent advantages:

- It opens up the channels of promotion.
- It fosters initiative and enthusiasm for the job, with the knowledge that the opportunities for advancement are greater than before.
- It enhances police morale.
- It encourages a career service.
- It widens the field of candidates for supervisory, command, and administrative positions in the police service.
- Police service becomes more attractive to the potential recruit when he knows that his chances for promotion are amplified.

OPERATIONAL SERVICES

Operational services of police departments are usually divided into the four separate functions of:

- Patrol,
- Criminal investigation,
- Juvenile delinquency control, and
- Traffic control.

The Patrol Function

Although patrol is discussed in greater detail in a separate unit, the importance of this service calls for a brief statement here.

The principal duties of patrol in the police department are the prevention of statute and ordinance violation, suppression of disturbances, arresting of offenders, and giving aid, relief, and information as circumstances require. These are accomplished by active patrol on the street in all areas, and

particularly those areas where crime frequently occurs. An active patrol force is the open guarantee of orderly government carried out, if possible, by persuasion; if necessary, by force.

The basic purpose of patrol may be classified under these headings:

- Prevention of crime,
- Suppression of criminal activity,
- Apprehension of criminals,
- Preservation of peace,
- Regulation of conduct (non-criminal), and
- Protection of life and property.

These objectives cover a wide scope, and the operative methods of procedures applied by patrolmen in their achievement are marked by an even greater variety and range.

Most patrol activities may, in turn, be classified under these general headings:

- Patrol and observation,
- Control of public gatherings,
- Miscellaneous field services,
- Answering calls,
- Disposing of complaints,
- Investigation on patrol,
- Preservation of evidence,
- Arrest of offenders,
- Preparation of reports, and
- Testifying in court.

Criminal Investigation

Police activity in the detection and apprehension of criminals is called *criminal investigation*. Such inquiry and observation are not confined to public police agencies. Private investigation forces, however, usually confine their efforts to limited areas of jurisdiction, such as the railroad police, or to certain classes of crime which affect domestic relationships, or the financial interests of the commercial world.

Most of the known serious crimes are investigated by the publicly supported police forces. The public interest is affected by these crimes, and the safety of lives and property may depend upon the effectiveness with which the responsible persons are apprehended, prosecuted, and punished.

All branches of police service and nearly all members of the force are engaged to a greater or lesser degree in some form of investigation. The detective division, however, has responsibility for the investigative duty, from the point where the preliminary investigation (by the patrolman) is discontinued. The major duties of the detectives include the apprehension of the criminal and the recovery of stolen property (when these tasks have not been accomplished by the patrol division),

and the preparation of the case for presentation in court (assistance to the prosecutor). These tasks are now and always have been basic detective duty.

When the patrol division does arrest the perpatrator of the crime and recovers property, the detective still has the responsibility of continuing the investigation so that all evidence will be suitably organized, analyzed, and prepared for court presentation in the most effective manner.

Juvenile Delinquency and Control

It is clear that juvenile crime represents a serious problem to the police and to the community. The position of the police administrator should be strongly on the side of preventing juvenile delinquency through every resource that is open to the police department.

All large cities and many small ones detail one or more special offices to handle cases involving juveniles. This step is recommended by virtually all of the police and social work agencies that have been successful in reducing offenses by young people or preventing the threat of delinquency. Juvenile officers may be a special class of policeman, appointed on the basis of education and aptitude for youth work; therefore, it is sometimes suggested -- and has been experienced in some places -- that they are set apart from other divisions of police work. Some experts claim that this should not be allowed to happen and accordingly, they feel that juvenile officers should come from the regular police force.

It is usual for the juvenile or youth division to handle all cases involving juveniles and cases of adults who have committed offenses against children. There is logic to this decision. The trained juvenile officer is better able to question the juvenile victim than is the detective, and he has had more experience in dealing with parents. Another fundamental function of a juvenile division is the protection of children from depraved persons and from environmental hazards. The police unaided cannot offer adequate protection to all children of the community. Concentrated planning and programming by all agencies is required in performance of this function.

Traffic Control

Police traffic divisions for many years have been charged with responsibility for aiding traffic flow as well as for enforcing traffic regulations. Their work has multiplied with the growth and changes of our modern society -- moving more cars, investigating more accidents, citing and prosecuting more violators,

and enforcing parking restrictions. Thus the problem for the police is two-fold -- organization for traffic enforcement in relation to other police functions, and legitimate areas of specialized police traffic activity.

Traffic enforcement is perhaps one of the most difficult problems the police face. On the one hand, traffic accidents cause the death of over fifty thousand of our citizens per year. Obviously, if everyone operated a motor vehicle in accordance with the traffic laws, there would be few accidents. On the other hand, our society does not think of traffic violations as a criminal offense; such violations involve nearly every citizen at one time or another; and they usually leave a shadowy grey area where the offender is sure the law was not broken. In fact, the operation of a motor vehicle in violation of the traffic law is often seen as a game, particularly among youthful drivers. It is a deadly game indeed. The traffic officer is not to be envied.

AUXILLARY SERVICES

Auxillary services are those areas -- communications, record-keeping, and jail management -- which are not primarily involved in the enforcement of the criminal law as such. They are, however, key ingredients to any effective law enforcement agency.

Communications

Policemen in 17th century England carried bells or lanterns which served to identify them, and to give warning or summon assistance. There was little improvement in police signal contrivances during the 18th century. Police instructions of the late 19th century directed the officer to give three blasts on his whistle or three raps on the pavement with his baton (nightstick) when help was needed. His alarm was taken up by the officer on the adjoining post and passed in a similar manner to the next policeman, thus creating a chain of communication. When he really was in great need of help, the officer was authorized to discharge his revolver three times in the air to call other officers.

The whistle, nightstick, and revolver still have their place as signal and alarm devices in connection with police duties, but various electrical instruments now provide long-distance communications. The telegraph, recall light, telephone, teletype, wireless telegraphy, and radio -- all electronic technologies -- accomplish the purpose with greatly increased efficiency.

A review of police - radio history reveals rapid progress in a relatively short period of time. The Pennsylvania State Police were the first to make practical use of radio when they established radio-telegraph communication between headquarters in Harrisburg and the field stations. The Detroit police department in 1929 was issued the first police radio-telephon license which enabled the dispatchers to talk to patrol car drivers by short-wave, one-way radio.

During the 1930's, a substantial number of police departments installed radio transmitters at their headquarters with receivers in their patrol cars. After about 1935, there was rapid development of two-way police radio communication, which proved to be as revolutionary as the earlier adoption of the one-way system.

Two-way radio enables the car to talk to the station, and the station to talk to the car. In this system, the station transmitter is on one frequency or wavelength of operation, while the mobile units operate on a different frequency. Two channels are thus required.

Shortly after this advance, three-way radio systems developed. These permit transmission from station to car, car to station, and car to car. The most common three-way system has the station and mobile units on the same frequency, thus requiring only one channel of operation.

While voice communications received principal attention during this time, radio-telegraph was also developing in the form of the interagency network. This was a necessity, since the police were prohibited from using, for intercity communication, the frequency channels that were assigned for purpose of communicating with mobile units. The police radio telegraph or teletype network provides nation-wide communication facilities that are independent of private corporation services.

Probably the greatest advancements in police effectiveness and efficiency during the past century have been accomplished through improved communications. Police radio equipment has become so inexpensive that it is within the range of the smallest department.

It is the responsibility of the communications unit to maintain current communication devices and recommend changes and upgrading when it becomes necessary.

Record-Keeping

Probably one of the most expensive and time consuming elements of law enforcement is the generation, storage and retrieval of

adequate records. It's worth, however, has been proven time and time again. The adage that *a police department never forgets* is based upon the development of adequate record resources.

In close association with communications, an accurate and complete records system will reveal in words and statistics a picture of police problems and activities. Good records show a part of police work that contributes to the protection of life and property and the smooth flow of written communications. Police records should also reflect the need for police service and the effort of the police to provide the needed service.

The nature of police work justifies emphasis on criminal records, but other records must also be maintained. Every reasonable physical and administrative facility should be provided to record the essential activities of the police department. These records are the tools of intelligent administrative supervision and review.

Jail Management

Persons taken into custody by the police are likely to be extremely upset mentally and emotionally. Where possible, people who are not under arrest for a criminal offense should be handled as patients rather than as prisoners. People who are under arrest, however, must be secured from possible escape until their appearance before a magistrate or until they have obtained legal release.

The police are not penal administrators, and their jail facilities are normally planned only for the purpose of temporary custody. Once convicted, it is seldom that prisoners are held in a police-operated jail facility. Jail management is, however, an essential support service, since it provides a field officer with a facility where he may temporarily lodge those individuals reasonably believed to have committed a crime.

STUDENT LEARNING ACTIVITIES

° Obtain a copy of the organization chart for your local police department. Ask an officer to describe the responsibilities and relationships between various jobs listed on the chart.

° Ask the local police department for a copy of its salary scale. Determine what other fringe benefits are included as a part of the salary. Find out the personal costs, such as uniforms or professional dues, that police officers are expected to pay.

° Describe the qualifications needed to become a police officer

in your community, city, county, parish, state, or federal police departments.

- Write a report on the in-service training programs used by your local, country, parish, or state police departments.
- Describe the duties of police as outlined in the *Occupational Outlook Handbook* and compare these with the duties of your local police department.
- Determine the number of police officers and police agencies operating in your community at the local, state, and national levels. Prepare a class report describing the various responsibilities of each of these agencies.
- View and discuss films on the role of the police in our society, for example, *Police Power* and *Under Pressure*.
- Debate this statement: *Law and order, and individual freedom are closely related in present day police work.*

TEACHER MANAGEMENT ACTIVITIES

- Set up a bulletin-board display describing activities of various police agencies.
- Arrange for a class tour of a police station.
- Collect tapes of a police radio dispatcher at work on a busy Saturday night and play these for the class as an example of some of the types of activities performed by police.
- Conduct a class discussion on qualifications needed for entry level work in a police department, including examinations commonly used in your state.
- Compile a file (with the appropriate permission from police agencies) of examinations used for entry-level police officers.
- Compile and display samples of training materials used by various police departments.
- Request students to write reports describing the qualifications needed for various local, state, and federal law enforcement agencies.
- Show films on the role of police work, as for example, *Police Power*, and *Under Pressure*.
- Arrange to have your class debate current issues in the police administration, such as, *Law and order, and individual freedom are closely related in present day police work.*

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Unit 2

BASIC ELEMENTS AND ISSUES IN ADMINISTRATION OF JUSTICE

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Unit 2

BASIC ELEMENTS AND ISSUES IN ADMINISTRATION OF JUSTICE

INSTRUCTIONAL OBJECTIVES

1. Ability to demonstrate a knowledge of the various parts of the justice system.
2. Ability to recognize the different roles played by the various parts of the justice system.
3. Ability to form personal opinions about the justice system.
4. Ability to understand the ways the justice system works.
5. Ability to develop opinions about new changes in the justice system..
6. Ability to appreciate the human relations role in the administration of justice.
7. Ability to value the importance of the national justice system.

CONTENT

INTRODUCTION

There are many different parts of the system of justice. Although police are the most visible and are the ones most commonly portrayed in movies and on television, they are only one part of a very large system. At this time, there are over 46,000 government agencies working in the administration of justice. These agencies cost the taxpayers nearly six and one-half billion dollars a year to operate. In an attempt to make American streets safe and free from crime, the government

has developed a big and very expensive system. This can be divided into three general categories: legal, enforcement, and correctional systems.

LEGAL SYSTEM

Courts

There are over 13,000 courts in the United States. Most individuals know about the *Criminal Courts* which hold trials relating to the general problems of crime. There are many other courts, however, which are part of the administration of justice.

International Courts. International courts, for example, are established to try crimes like those committed against the Jewish people in World War II. The most famous of these trials were held at Nurenberg, Germany, where Nazis who had committed terrible crimes were tried and convicted, some being executed.

The Supreme Court. Perhaps the most important court in the administration of justice in this country is the *Supreme Court of the United States*. This Court, by interpreting the United States Constitution, generally makes the rules by which the rest of the justice system operates. This is done on a case-by-case basis and the rules may change from time to time. Because of the ability to change the rules, the U.S. Supreme Court can make sure that the justice system remains modern, even though standards of conduct established by society may change.

District Courts. Before a case is taken by the U.S. Supreme Court, it is usually reviewed by the *U.S. District Court of Appeals*. Additionally, there are 87 District Courts in the 50 states which have federal jurisdiction only. There are also four District Courts -- Washington, D.C., Panama Canal Zone, Guam, and the Virgin Islands -- which hear local cases in addition to those of federal interest. It must be remembered that the major part of the administration of justice occurs in the local community, and that a case must involve a constitutional question before the federal courts become interested.

State Supreme Courts. Each state has its own court system and is responsible for the general administration of justice in that state. Each state has one court with the power to review and change the decisions of all other courts within the state. This court is usually called the *State Supreme Court* but may also be called the *State Court of Appeals, Supreme Judicial Court, Supreme Court of Error,* or *Supreme Court of Appeals.*

Courts of General Jurisdiction. Most of the actual work of the Justice System occurs in what are called the *Courts of General Jurisdiction.* The actual court title varies, for example; in California they are called *Superior Courts,* but in New York they are called *Supreme Courts,* which are not the same as the highest court. These are the courts which hear the majority of cases involving criminal acts. They can sentence or fine as provided in the law, and may hear appeals from the *Courts of Limited Jurisdiction.*

Courts of Limited Jurisdiction. These are usually identified in terms of the amount of fine or length of sentence they can impose. Usually they cannot give more than a fine of one thousand dollars, or a one-year sentence in a county or city jail. They may be identified as *Police Court, Municipal Court, City Court, County Court, Magistrate Court, Justice Court, or Justice of the Peace.* The Courts of Limited Jurisdiction may also hold preliminary hearings. The purpose of a preliminary hearing is to have a judge review the facts of a major criminal case to determine whether there is reason to continue the trial at a higher level.

Law

Federal Laws. Most people realize that laws are the rules which govern our conduct. *The Constitution of the United States is the Supreme Law of the land, and no other law may be in conflict with the meaning of the Constitution.* It is the responsibility of the U.S. Supreme Court to determine whether a law is in conflict with the meaning of the Constitution. There are also federal laws which must be obeyed. For example, there are laws against treason. non-payment of taxes, and kidnapping.

State Laws. Each state has a Constitution similar to the federal government's. The federal Constitution, however, is limited to the power given it. If the Constitution does not include a subject -- as it is interpreted by the U.S. Supreme Court -- the federal government has no jurisdiction. On the other hand, a State has all power to act unless it has restricted itself by its own Constitution or if its actions are restricted by the federal Constitution.

In general, an act is criminal if it is included in the criminal law of the state. It is not criminal if there is no law against it. Sometimes this causes confusion. For example, gambling may be illegal, and therefore criminal, in one state; it may be legal, and therefore not criminal, in another state. Another example of possible confusion is the variance in ages considered to make a person an adult in various states. It is, however, each state's system of criminal law that is the most important to the administration of justice in that state.

Counsel

Only about one-fifth of the justice agencies work in the areas of prosecution and defense. Public prosecutors' offices outnumber public defenders' offices by approximately 22 to 1. There are over 8,000 public prosecutors' offices in the United States, and less than 400 public defenders' offices. It must be remembered, however, that most defense attorneys are not part of a public office, but are in private practice.

THE ENFORCEMENT SYSTEM

There are nearly 15,000 government agencies which are responsible for the enforcement of the criminal law. Of these, over 14,000 are part of the state or local governments, and less than 1,000 are part of the federal government.

Federal law enforcement agencies are established to perform special services and are limited to those areas. Among the federal agencies are: U.S. Department of Justice, Federal Bureau of Investigation, U.S. Treasury Department, Secret Service, Department of the Army, Provost Marshall General, and the Department of the Air Force, Inspector General.

State Law Enforcement Agencies

Every state has some form of police agency, usually called the State Police or the Highway Patrol. They may be limited to enforcing traffic regulations, or they may enforce all of the state's laws. The famous Texas Rangers were the first of the modern state police systems.

Various states may also have other police agencies assigned to special tasks. These agencies range from Narcotics Bureaus to State Crime Commissions, and each is assigned a specific responsibility to which they are usually limited.

County Law Enforcement Units

Usually called Sheriff's Departments, county units have been famous since the tax collectors in the days of Robin Hood.

Originally appointed by the governor, the Sheriff is now usually elected, and in some states appoints those who work for him. Thus, if a sheriff is defeated in an election, it is common for the new sheriff to appoint those who have helped him as deputies. In other states, sheriff's deputies are regular civil-service employees, and stay on the job regardless of the current elected sheriff.

Although the Sheriff is considered a law enforcement officer, he is frequently required to perform services which are not a legitimate part of enforcement. For example, in some states he may still be required to collect taxes, fight fires, provide jurors, and serve divorce papers or eviction notices.

Municipal Police Agencies

Most people have reference to the sworn personnel of Municipal Police Agencies when they say "the police." The police make up the largest part of the more than 14,000 enforcement agencies in this country.

The Municipal Police have the broadest authority, enforcing all laws (including federal, state, and local), unlike other agencies which are limited. They also have the greatest effect upon the average citizen, are the most expensive to operate, employ the most people, and are subject to the most criticism. To the average citizen, the patrolman is the most important person in the entire justice system. He must turn to the patrolman in his time of need, and most often it is the patrolman who must first act to set the remainder of the system in motion.

THE CORRECTIONS SYSTEM

The correctional system may be divided into the categories of: institutions, probation, and parole. There are over 7,500 corrections agencies in the United States, of which about 800 are designed for use by juveniles.

Probation and Parole

Often confused, probation and parole are easy to tell apart. Probation is a system of limited control granted to a person instead of requiring him to spend time in jail or prison. Parole is given after he has served a minimum part of a sentence if his behavior has been good. Both return the individual to the community and both require that the individual obey certain rules. Examples of the rules are: obeying curfews, reporting to a supervisor, and not associating with criminals or ex-criminals.

Penal Institutions

The Auburn System. Penal Institutions include both jails and prisons. The present pattern for our correctional network comes from England and New York's Auburn Prison of 1821. The idea at that time was that prison had to be a frightening

place if prisoners were to be saved from themselves. Prisoners were kept in solitary confinement, they were not allowed to talk, could not have visitors, and could neither see nor hear each other. They were to think about the evil of their crimes in solitude.

The "Auburn System" became the model for other prisons in this country, with one important change. Prisoners were generally required to work long hours and whipped if they were lazy. They still were not allowed to talk and all movement was in marching order. It was felt that the more horrible a prison was, the more it would prevent crime among the general population who would be afraid of being sent to these institutions.

Modern Institutions. Modern prisons have changed a great deal from the 19th century. Today the emphasis is upon individual counseling, vocational, and educational training. The goal of the modern prison is to hopefully rehabilitate the offender. The difficulty, however, of handling 2,000 or more people, in closely confined quarters, all of whom have been found guilty of criminal acts, requires that discipline be maintained.

Where long sentences (30 to 40 years) were common in the past, today the average time a person actually serves before parole is often less than two years. Some of these people are released to a *half-way house* where they live and return after work each day. These places provide the released prisoner the opportunity to learn to live in society again. They also give him the opportunity to enter vocational training programs, so he will be able to find better work upon release.

Many correctional institutions now offer the individual a chance to finish high school and take college courses. Prisons are no longer like Auburn of 1821. They are no longer horrible institutions intended to frighten the public. Most are social-service organizations working toward the rehabilitation of the offender, under very trying conditions, with an ever-increasing prisoner population.

MANAGEMENT OF THE SYSTEM OF JUSTICE ADMINISTRATION

One of the most important purposes of local government is the protection of its citizens. On the other hand, one of the rights of the citizen is the establishing of that form of protection best serving his needs.

However, no policeman, police activity, or police operation exists alone. All police function within the system of administration of justice and contribute toward one of the most expensive parts of that system.

The issue then, becomes extremely complex when it is understood that local control of enforcement itself is required in a free society. Yet, the support tools necessary to quality enforcement can often be provided more economically and more expertly on a broader basis.

Disadvantages of Small Systems

One of the most pressing problems faced by the smaller agency is the obtaining of services and resources which are available to larger departments with greater resources.

The problem is important since the majority of the nation's police agencies have three, or fewer officers, and the average size of the American police department is only ten men. The need for training, laboratories, records, communications, and other supportive services is not lessened by the smaller size of the police agency, but availability is greatly reduced. It is simply not practical, regardless of obvious need, for the small police department to support a police academy, a large records system, or a laboratory.

Centralization of Police Services

Smaller departments have found it necessary to identify methods of overcoming some of the disadvantages of their size. One method that is fast becoming commonplace is the bringing together, or *centralization* of police services. Centralization, in different terms, is really cooperation between various systems, or the pooling of services. Centralization can provide the smaller department with support services that are far beyond the limits of its own budgets and resources.

The difficulty is that cities and towns like to govern themselves, but the problems, particularly in large urban centers, do not stop at a city's boundaries.

The polluted air or water in a city does not stop flowing at the man-made boundaries of that city. Or, when a crime is committed in one city, the criminal may hide in another. Man-made boundaries will not hold man in illegal pursuits.

On the other hand, there is a suspicion of *super-government* which, combined with the usual fear of the unknown, defeats many proposals directed toward the solutions of these problems.

The centralization of police support services, however, involves no changes in existing governmental boundaries or political structures. Rather, it represents responsible exercise of the powers of local self-government, with more effective and less costly support services to local police agencies.

The system of justice administration is attempting to perform the most difficult of tasks with resources which are limited beyond those considered normal. The limitations on personnel costs and other items are hurting many of the agencies. Regardless, these agencies have generally been performing in a way which produces better results than should be expected in light of the lack of resources.

Managerial Problems

There are problems, usually printed in the local press, which are not uncommon anywhere large groups of men work together. This is the bad side of what is frequently called the *human factor*. Most of this is human error. Many of these mistakes are caused by the use of procedures, in use for many years, in a society which is now trying to help those who have made a mistake.

Administrators have been subjected to criticism of their methods of operation and management. Some have felt that new ideas are ignored by some administrators; that they are content to keep going in the old manner, and do not want to consider change. But should the administrators receive the most blame for present conditions? They should not. The administrator is, in the majority of instances, selected by the governmental administrator. And, it is to this government the justice system must go for its resources.

FUTURE ASPECTS OF THE ADMINISTRATION OF JUSTICE

Most people have a desire for recognition; they want to be accepted. Policemen are no different. Knowing they are important gives people self assurance and job satisfaction; it tempers their anger and frustration.

The police forces, numbering over 700,000 employees in all, are changing. Those employed in the criminal justice system are telling their friends and neighbors that the role society has defined for the policemen, the correctional officer, and the court personnel has to change. Proof of their sincerity rests in the fact that there are in excess of 65,000 men and women throughout the United States, who are currently taking subjects on college campuses in an effort to upgrade themselves.

Changed Professionalism

Everyone seems to want changes in the criminal justice system, since most will admit that change is long overdue. And, one area of change that most agree is needed is *professionalization*. Some individuals take comfort in the words, make a

banner for displaying and raise it on high for all to see. However, it takes more than a label, a banner, or a word to change a system that through neglect has failed to enter gracefully into the twentieth century.

Professionalization should, however, have meaning; meaning in the true sense of higher standards and improved performance.

Federal Assistance in Financing

With the passage of the Omnibus Crime Control Safe Streets Act of 1968, the power of control over the purse strings to finance anti-crime programs went to the states. This fact of life will become more apparent as the Congress implements the revenue-sharing plan.

Need for Uniform Standards

In terms of professionalizing criminal-justice manpower, however, it is unfortunate that personnel standards for public safety employees are substandard in some states. In these states, no market is available for the college graduate with a law enforcement major. Personnel standards are too low; salaries are not attractive, and to require a college degree of the entering police recruit would not work; in these areas training is also substandard, if there is any training at all.

More and more states, however, are recognizing the importance of manpower development and are beginning to believe what so many have been saying for so many years, that our American system of justice will be as good as the men and women who are employed in it.

Changed Social Roles

The administration of justice is emerging in a truly responsive social role far beyond the view of many persons who identify it with the limited functions of crime repression. These people have perceived the administration of justice as a mechanical treadmill of investigation, identification, apprehension, prosecution, and punishment.

However, the role of the system never has been clearly defined by the vocation, and has varied from time to time and place to place, during comperatively short periods of time.

For example, a general order issued to the New Police of London, England, in 1829 stated that it should be understood that the principal object of the administration of justice is the prevention of crime. To this end, every effort must be

directed. The security of the personal property, the preservation of the public peace and all other objects would thus be better achieved by prevention than by the detention and punishment of the offender after he has succeeded in committing a crime.

In the police literature of 1928, it was said that most of the work of a patrolman should be done quietly with the social-service point of view always in mind, under circumstances which made mere size and brawn count for little.

Throughout American history then it has been recognized that *protection of life and property* were far from good descriptions of the administration of justice. Certainly, modern society demands much more of its peace-keepers.

So the questions are:

- What are the responsibilities of the justice system in a society where even the foundations of that society are subject to challenge and often change?
- Is this a society where administration of justice is an agent of the people and should be responsible to popular opinion and control?
- Should administration of justice respond, not only in the formal legal sense, but also in tune with trends of opinion and belief in the larger culture?

Answers, if any, to these questions seem to lie in broadening the traditional ideas. In that way, one can see administration of justice in a truly responsive and helpful social role, where it will accept the charge to insure an atmosphere in which all men can live with maximum freedom and dignity in safety.

Repression and threat, or crime prevention and social service depend, not only on the education, motivation, and perspective of the administration of justice, but also on the voice and heart of the American community.

American justice services need to change in the same manner as societies need to change. Recommendations for change will come from private, academic, and governmental sources.

PROBABLE ADMINISTRATION OF JUSTICE IN THE YEAR 2,000

Change in Personnel. Police headquarters will be operated much like a large county hospital with many different types of personnel - professional, subprofessional, technical, mechanical, and clerical. The agency will engage in services

to the public, in research, education, and training, and will work closely with the social sciences and the universities and colleges.

There may be a change in name for the policeman as he comes to take on a broader role than that of *crook catcher*, and as he changes from a *law-and-arrest* oriented person to a *people-and-service* oriented person. Perhaps, he will be known as a *Human Affairs Officer* or a *Public Affairs Specialist*, in place of the current title of Patrolman.

Change in Laws and Functions

There will be a change in the criminal law, with many current crimes redesignated as *administrative infractions*, or as counseling matters for non-punishment supervision by psychologists, psychiatrists, or psychiatric social workers.

In that light, many traffic problems might move to a separate department. For certainly, an overtime parking violation can be regarded as other than a criminal act to be investigated and handled by the police.

Many juvenile functions may move to a separate agency. A curfew violation for example, might be handled better than with a criminal record. At any rate, a thorough-going reform in criminal law will alter the administration of justice in many areas.

Change in Education

There will be change in education. The educational programs will increasingly insist on a broad liberal education for careers in administration of justice. Emphasis will be on the humanities and behavioral sciences, with lesser interest in subject matter oriented toward technical skills.

The colleges and universities will be less interested in justifying the present. They will be more efficient and more interested in the kind of research and analysis that will lead to wide-scale experimentation, much of which will literally wipe out many current customs and practices.

Change in Structure of Organizations

There will be, in the future, high compensation for professional work and a change in organizational structure. There will be far less rigid military items, such as rank, and much more acceptance of professional ability as a measure of worth.

Change in Public Acceptance

There must be a better relationship with the public. There will be increased citizen participation in decision and police making as administration of justice changes its operations in order to involve the people.

Community-relations programs will be developed that are not public-relations programs. They will not be crime prevention programs nor youth programs, but programs designed to involve the total community.

There will be less efforts to deal only with the responsive and acceptive elements of the community, and more efforts to deal with individuals and groups who are critical of the system, who do not cooperate, and who are unpopular in the community. This is at the heart of any productive community relations program.

There may be increased commitments to those who lack social position, economic advantages, or political power. For example, new units may be formed to deal with white-collar crime and consumer frauds. Other units would deal with political graft and corruption, while still others would exist to assist all social groups in receiving just and fair treatment from private and government institutions.

SUMMATION

There will not, however, be much new development unless beginning patrolmen are made aware of the social dynamics of today's society, and begin to react sensibly by making meaningful changes in administration, supervision, and operations. Administration of justice must become as committed to social service and due process as it is to crime control and repression - and totally humanized, relevant, and alert to the needs of the day.

STUDENT LEARNING ACTIVITIES

- Observe a courtroom trial and write a description of the proceedings leading to the administration of justice.
- Describe to the class the role of judge, defendent, lawyers, police, and others involved in court proceedings you have observed.
- Interview a lawyer and ask him to describe the court system in your state.
- Prepare a class report describing the authority and jurisdiction of one or two levels of courts.

- Write a report describing the history of the American penal system and modern trends toward criminal rehabilitation.
- Obtain the costs of operating your local law enforcement agency and courts from your municipal town clerk or county clerk. Describe these costs to the class.
- View and discuss films on the administration of justice, for example, *Image Changers*, *The People's Right to Know: Police Versus Reporters*, and *Understanding the Law: Equal Justice for All.*
- Debate statements such as, *Administration of justice must become as committed to social service problems as to crime control and repression.*

TEACHER MANAGEMENT ACTIVITIES

- Ask a police prosecutor or district attorney to explain his responsibilities to your classes.
- Arrange for law students from a nearby university to conduct a mock trial in your class.
- Arrange for representatives from federal, state, county, and municipal law-enforcement agencies to discuss the various roles of their agencies and types of career opportunities available with these agencies.
- Obtain copies of curriculums in police science offered at colleges and universities in your area, and describe these offerings to students.
- Compile a file of newspaper articles describing how police departments in your area are improving their efficiency, such as by cost sharing, centralization of support services, etc.
- Show and discuss films on the administration of justice for example, *Image Changer*, *The People's Right to Know: Police Versus Reporters*, and *Understanding the Law: Equal Justice for All.*
- Encourage your students to debate statements such as: *Administration of Justice must become as committed to social service problems as to crime control and repression.*

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Unit 3

PREVENTIVE PATROL TECHNIQUES

Here are the contents for Unit 3 of the Public Safety Group. We suggest a careful reading of it before you read the text.

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Unit 3

PREVENTIVE PATROL TECHNIQUES

INSTRUCTIONAL OBJECTIVES

1. Ability to provide a basic background relative to the development of American police patrol.
2. Ability to describe the function, effectiveness, and processes of police patrol.
3. Ability to describe the basic methods and major limitations of preventive patrol.
4. Ability to understand the service functions of patrol.
5. Ability to appreciate the importance of checking the physical security of business places and other high-risk locations.
6. Ability to recognize when it is necessary to identify and question suspicious persons.
7. Ability to develop attitudes which would help to gain citizen cooperation in crime prevention.

CONTENT

INTRODUCTION

Development of Full-Time Paid Police

Police patrol historically may be a consequence of an increasing loss of neighborhood responsibility in the lives of Americans. In the rural days of the nation, people largely policed themselves, knowing and trusting their neighbors and

distrusting strangers. Law and law enforcement were last resorts.

The colonial period had followed the British pattern with unpaid watchmen. As in England, however, this proved ineffective and America followed the English pattern of development. In America most of the watchman systems provided for police only during the night, with each able-bodied man responsible for law and order during the day. To supplement this system, cities began adopting a separate day watch, using full-time paid personnel. New York City, in 1833, was the first to implement this system.

The day watch, however, was entirely separate from the night watch, which made two separate police forces in the city. In larger cities there were often more than two, as each precinct, ward, or parish established its own. This day-watch system was ineffective due primarily to its self-contained nature, but also since the personnel were political appointees of the mayor or precinct captain, on the recommendation of the political group in power. By 1856, the use of separate day and night watch systems had completely failed.

In 1857, the New York State Legislature passed the *Metropolitan Police Bill* modeled after an English law calling for the reorganization of the police. By the 1870's, the largest cities had full-time paid police. However, it was not until the early 1900's that most of the cities of major size had adopted this system. In fact, some smaller cities today do not yet have fulltime police activity.

Patrol, as a system, was a product of the cities. Perhaps patrol best succeeds when it tries to return to city residents the chance to police themselves with precinct stations or neighborhood councils. Modern technology, however, makes this task much more difficult. Although patrol was initially a foot or beat-walking operation, modern technology has given the criminal such ease of movement that patrol can no longer be confined only to a man walking a beat.

THE PATROL FUNCTION

Role-Perceptions of Patrol

Almost any discussion of the patrol function begins with a reference to the indispensable part it plays in law enforcement. Today, the patrol function is considered to be the hub or backbone of the police agency.

An Action Arm. Patrol is, in fact, the action arm of the police department. Its field functions have a great range of variable actions:

- conducting preliminary investigations of murder, robbery, and burglary,
- responding to reports of sudden disaster,
- herding cattle off expressways,
- arbitrating domestic or family disturbances,
- searching for lost children,
- transporting sick and injured persons to medical facilities.

A patrolman must combine the knowledge and qualities of a priest, physician, lawyer, banker, welfare worker, and family friend.

A Display Case? Another generally accepted theory is that the patrol force is a *display case* for the entire police organization. Since the patrolman is the most frequently seen police representative in the community, he becomes the symbol of the department. The community forms its opinion of the entire police operation on the basis of the appearance and performance of the uniformed patrolman.

Much of the law-enforcement officer's work requires that he become involved in the closest personal way with the lives and problems of citizens of all kinds, since his job is essentially the delicate task of controlling, directing, and regulating human behavior. Almost everyone involved in the administration of justice agrees that the patrol function is vitally important to law enforcement.

Preventive Patrol

Law-enforcement agencies have specific tasks to perform for the community they serve. First and foremost, crime must be controlled -- it must be prevented. When the police fail to accomplish this primary duty, they then must perform a variety of other duties designed to apprehend the offender and to recover stolen property.

To successfully prevent criminal activity, the beat officer must be familiar with the conditions which create crime.

In every crime there exists these combinations of factors:

- the desire of the criminal to commit a crime, and
- the opportunity -- or the belief in the existence of the opportunity -- to commit the crime.

Police action cannot effectively deal with the desire of the offender. However, police activity can and must deal directly with the criminal's *belief* that the opportunity for criminal activity is present.

Aggressive Preventive Patrol. To create the belief that the opportunity to commit a crime does not exist, the police engage in activities which place them most frequently in the location of criminal activity at the times when that activity is greatest. In other words, the criminal must be convinced that there is such continuous police coverage in sufficient strength that the risks involved in committing a crime are too great.

The criminal is a gambler. He measures his desire to commit a crime against the chances of being caught. When the chances of arrest are low -- such as when patrol coverage is weak or lacking -- the crime will be committed, and the criminal will escape. However, where aggressive patrol constantly impresses upon the criminal the idea that his activity will either be observed or will result immediately in his pursuit and capture, he will consider the risks to be too great. He will then tend to be prevented from his desired activities.

Aggressive Patrol and Type of Crime. The effect of patrol on criminal activity depends upon the type of crime involved. The individual who becomes so enraged that he commits a homicide will not be controlled to any great extent by motorized or foot patrol, or for that matter, by provisions of punishment in the law. The person desperate for narcotics will take far greater risks than the criminal whose *habit* has been satisfied. Just as some crimes are not easily prevented or controlled by patrol, others are unquestionably reduced in the face of aggressive patrol activity.

The person planning a burglary can be convinced that the opportunity to successfully do so does not exist when he knows that patrol officers are active and alert. As he studies the habits of the police, he knows that the beat patrolled by the officer who frequently checks the doors of the business establishment is not a safe one in which to work. He knows that a frequent and irregular patrol pattern is such that he cannot rely upon any fixed amount of time in which to strike without running the risk of having that beat car turn a corner and catch him in the act.

Methods of Aggressive Preventive Patrol. There are two basic methods for engaging in aggressive preventive patrol:

- To check frequently and irregularly the physical security of business premises to prevent burglary and robbery, and

- To check the citizen frequently -- to stop the suspicious person, to question his identity and activity, to be

constantly alert for persons within the beat who are up to no apparent good.

Crime prevention is the responsibility of more than just the police. The citizen himself must be reminded of his obligation to make his store secure through the installation of proper locks, lights, and alarms. He must be reminded to lock his car, to notify police of his extended absences from home, and to avoid hazardous locations during certain hours. In short, the citizen must be interested in his own protection. Frequently, this interest must be stimulated by the person most familiar with hazards -- the beat officer.

There are a number of specific techniques which the professional police officer develops in becoming a fully effective crime fighter. He goes beyond the confines of his automobile to challenge suspicious persons -- persons whose actions betray possible criminal intent, or who appear not to belong on the beat. He physically checks the security of business premises during the night hours. This means more than shining the spotlight on the doors and windows. It means that he comes in direct physical contact with the doors, and positively determines that they are not only closed but locked. He continuously alerts citizens to take sensible precautions to avoid becoming victims of the criminal. He looks for things to do, for conditions to check, and for tasks to perform, between assignments.

Early in his career each officer must clearly understand that he will never fully accomplish total prevention, even when agressive preventive patrol makes the risk for the criminal considerably higher. The awareness that this is an unattainable goal does not stop the professional officer from fully devoting his energy to as much prevention as is humanly possible. For example, it is increasingly apparent that at least 50 percent of auto thefts could be prevented, if people would lock their cars, would remove the keys, and would place their ignition in *lock* instead of *off*.

The Image of Constant Presence.

Desire and *opportunity* are the two basic preliminaries to crime. Patrol cannot effectively frustrate or eliminate the desire; the desire can perhaps be put off or diminished, but it can never be completely stifled.

However, the tactics of patrol do work against the opportunity. Such patrol requires continuous devotion to duty and a consciously vigilant observation of persons and property, not mere responses to radio calls or citizen complaints. It invites active movement, not passive waiting. Patrols should create an image of constant presence to combat the opportunity to commit crime with any telling result.

For the most part, patrolmen are better employed when their person and equipment are highly mobile, readily available, and often seen. Good patrolmen usually recognize that the absence of crime and disorder is the best evaluation of police effectiveness, not the arrests or convictions with which the department may be credited. Accordingly, they engage the passerby in small talk, and friendly conversation; they walk the beat or cruise frequently, but irregularly pass the same houses, stores, business places, and alleys; they park their cars and motorcycles openly on the city streets.

The principle of *proportional distribution* or *selective enforcement* of the patrolling force is basic to good patrol. These are techniques which require measuring the need for police services relative to both time, place, and incident. The force should be apportioned on the basis of a *crime index* derived from data collected over an extended period.

The patrol force, however deployed, needs to be visible. It needs to be a constant reminder to citizens of the help and readiness of public service; of the protection of the law against injury to life, liberty, and property; of the concern and vigor of law enforcement action in behalf of the victim and society for the offense of the criminal.

Developing Information

One of the chief functions of the patrol officer is his need to promote information. The officer primarily seeks information useful to the agency he represents, information of many kinds and from many sources. However, he also seeks information useful to other law enforcement agencies -- about inoperative traffic lights, drug smuggling, roadway potholes, or odd smells of gas. He looks for information useful to private businesses -- about unprotected windows too near the street level, or open building lobbies unattended at night. He also tries to find information useful to householders -- about sidewalks dangerously uplifted by tree roots, or about an open and empty garage or refrigerator.

An officer's principal concern is the need of his agency for information which might be used to prevent or solve criminal actions. He interviews many persons and follows all the leads conscientiously, trying to meet and to know particularly those individuals who seem in good position to give specialized information. The development of sources of information and confidential informants is an important and sophisticated function of patrol.

Service Functions of Patrol

Many of the service functions of patrol, and such matters as evaluation of physical security of stores, offices, and vacant residences have already been mentioned. In addition to these, the urban patrolman spends approximately two-thirds of his effort on non-criminal services.

Among these services, disturbance calls are the most numerous. Other services have to do with barking dogs, fires, lost property, missing persons and runaways, child births, strokes and deaths, and such information as the nearest good restaurant, lodging, or freeway.

Disturbance Calls. These calls are extremely difficult to deal with, often requiring the expertise of the psychologist or sociologist, as well as the functions of a lawyer, physician, and nurse. Moreover, they can be dangerous, often the most dangerous police activities.

Disturbances may be categorized as civil disputes, family disputes, street fights or group disorders.

Civil disputes - In civil disputes, the quarrel might concern a disagreement between neighbors about a land boundary; between tenant and landlord about taking property for non-payment of rent; or between customer and merchant regarding the repossession of household goods or car. In such cases, the officer's duty is to restore order and to keep the peace, while carefully maintaining neutrality in seeking the full development of the facts. Usually, in the absence of clear-cut crime, the officer may suggest the need for legal advice.

Family disputes - Family disputes are often unpleasant to the police officer. They involve the privacy of the family, the frequent trivial nature, the combustable emotion, the possibility that anger may be redirected at the officers themselves, the chance that someone may use personal weapons. All these considerations combine to rank domestic disturbances among the more sophisticated of the numerous non-criminal services assumed by the police. *Tact, patience, and wide tolerance of heavy abuse are the indispensable attributes of patrolmen in instances of this kind.*

Street fights and group disorders - These calls require quick attention to avert injury or even fatality. In a street fight -- between two persons -- the officer should intervene at once. One of the fighting participants may be a criminal, the other his intended victim. Immediate efforts, however, should be made to call for assistance; preferably, official assistance.

In a disorder involving a group -- defined perhaps as three persons or more -- the officer should exercise caution, and wait for additional assistance or other aid, depending upon the size of the groups involved. If the disorder persists, the officer and his fellow officers may have no recourse; they may need to use force and effect an arrest.

At the scene of a disturbance - The patrolman's first responsibilities at the scene of a disturbance are:

- to ascertain whether anyone has been injured and if so, to provide immediately for his care, and
- to calm the disputants. Sometimes the appearance of the uniformed officers may serve somewhat to reduce the tension.

Emergency Service

In general, the police service for emergencies, such as auto injuries, cases of poisoning, burns, heart attacks, drowning, child-births, etc. should be strictly limited to first-aid measures, and speedy transportation of the injured to a doctor or hospital. Preferably, the transportation should be by ambulance.

THE REGULATION OF THE PUBLIC CONDUCT

The police, charged with the burden of community security, have customarily used certain regulatory devices to promote peace and order when stress or confusion occur. Such stress or confusion might accompany a parade, or a fire; undue auto traffic at rush hour; a gushing water main; or a crowd at a sporting event; etc. Police services designed to cope with these emergencies range from motorcycle escorts to emergency orders banning the use of some buildings or streets.

The assumption by the police of such authority, however, and of the power to implement that authority, is sensitive and should not be used unless an emergency exists. In general, non-criminal services by the police, despite their number, differences, and sometimes controversial nature, are not often clearly defined responsibilities.

Normally, they are sanctioned by custom. Public endorsement is present, but the public good will can be fickle. The American people are jealous, not only of their right to privacy, but also of their right, when they move non-criminally, to move freely. They submit to infringements on their public liberty for only limited periods and usually with reluctance.

Enforcement of the Law

For patrol officers, the chief categories in enforcement of the law consist of field interrogation, accident investigation, crime scene protection and investigation, and the tasks of arrest, search, and seizure.

Field Interrogation. This has become a seriously controversial enforcement technique within recent years. It has a long accepted history in police circles as a device which prevents crime. It is also helpful in the development of information about crime and about persons with criminal records and associates. However, it is a technique that has been often abused.

Field interrogation should generally be conducted only when an officer has reason to believe that a person is about to commit a crime or has committed a crime; or that a crime has been committed, and he has knowledge of material value to the investigation. Field interrogations should not be used to harrass persons whom the patrolman may think have been dealt with leniently by the Courts. Likewise, they should not be used to challenge individuals whose appearance or dress does not conform with the policeman's ideas of what is best.

Accident Investigation. The purpose of automobile accident investigations may be either *operational* or *administrative*.

The operational purpose is to assemble the evidence regarding the accident and the cause, and to charge a violation of law if there appears to be any.

The administrative purpose is to identify hazardous conditions for correction, and to identify the violations which are most likely to cause accidents requiring future enforcement. They also have the purpose of identifying the age, occupational, and residential groups which are most accident-prone. This is done as a means of instituting educational or enforcement programs which may eliminate the cause of such accidents.

The Crime Scene

The patrolman should approach the crime scene with immense care. Statistics suggest that a very frequent reason for police fatality is the robbery-in-progress call. The patrolman, when he does not know whether the criminal may still be at the scene, should exercise extreme caution.

If the criminal has left before the officer arrives, the usual priorities of the patrolman at the crime scene are, so far as the officer is able:

- minister to the dead and wounded;
- verify the commission of a crime -- by interviews, records, and physical evidence;
- identify the criminal(s);
- ascertain the criminal's whereabouts; and
- apprehend the criminal(s) -- if the developed facts justify a legal inference of probable cause.

The preliminary investigation by a patrolman at the crime scene is the first step in the resolution of the crime. In this event, the patrolman should carry his investigation as far as he is capable within his bounds of jurisdiction and time.

THE TECHNIQUES OF PATROL

In general, the techniques of patrol may be divided into *random patrol* and certain *specialized patrol* arrangements.

Within *random patrol*, the basic foot patrol can be distinguished from motor and animal patrol.

Within the scope of specialized devices, there are a variety of both large and small organizational groupings, ranging from tactical units, stakeouts, and road blocks; to rescue teams, and strike, crowd, and riot control forces. There are other specialized dispositions: for instance, public police lectures on gun safety or protection against shoplifting, or police displays in store windows and the lobbies of office buildings.

Foot Patrol

There are advantages and disadvantages in foot patrol. Advantages could include:

- an increase in person-to-person contact,
- increased familiarity with physical surroundings,
- increased anticipation of difficult incidents,
- increased chances of information sources, and
- availability of police service for low priority calls.

On the other hand, disadvantages include:

- restricted coverage and mobility,
- restricted physical resources,

- restricted communication,
- restricted pursuit potential, and
- decreased supervision.

The prevailing view suggests that the walking patrolman should be confined to congested high-crime urban centers, to commercial areas, and to intersections and street obstructions needing immediate traffic control.

Motor Patrol

Squad cars and unmarked cars are only one aspect of motor patrol. Other motorized equipment embraces specialized apparatus ranging from motor bikes, aircraft, helicopters, and boats, to one-door vehicles useful in chalk-marking tires for parking enforcement.

Patrol cars, equipped with distinctive colors, markings, lights, size, speed, and mobility are the best preventive patrol. In addition, they protect the officer from traffic and inclement weather; they act as potential barricades against gunfire; and they carry large supplies of useful gear, such as shotguns, fire extinguishers, rain wear, oxygen masks, department manuals, etc. They also carry additional manpower and prisoners, if needed.

Patrol cars are professionally regarded as extensions of foot patrol, and as motorized transport of the beat patrolman from place to place. Their larger areas are still adjudged beats, and it is still important for the patrolman to occasionally leave his vehicle, and patrol for short distances on foot.

Animal Patrol

Dogs and horses, intelligent and domesticated, are the two animal species most law enforcement agencies use, when they use animals at all.

In recent history, dogs were probably first used in formal police work at the turn of the 19th century. Dogs may be employed for tracking work, that is, the search for, and trailing of the fugitives or prowlers, and the smelling-out of narcotics, or they may be generalists. In some instances, well-trained police dogs can actually assist the officer in making the arrest.

The success of the *canine corps* is difficult to determine. Some cities, after experimentation, have abandoned their use. Other cities, however, have begun such units. Dogs generally have been given larger and larger roles in police functions.

The use of horses, on the other hand, has declined somewhat in police work. Although the London police still use horses for crowd control, they seem to have been generally abandoned by United States patrol forces, except in those instances involving bridle paths. However, some county sheriff's departments and federal law-enforcement agencies still utilize horses for specialized tasks, such as patrolling rugged terrain in wilderness areas, or conducting Customs Service functions at International boundaries.

It is generally agreed that the use of animals is highly specialized, while their use in the general patrol function for most municipalities is not economical. The additional problems of public fear and attitude toward a trained beast serve to compound the issue to such an extent that the use of animals is relatively limited.

STUDENT LEARNING ACTIVITIES

- Observe pictures on films of police apprehending a criminal, for example, *The Policeman and His Job*, and report on the actions observed.
- Describe what an officer should do when arriving at the scene of a crime.
- Make a list of the activities that occupy much of an officer's duty-time.
- Describe the advantages and disadvantages of foot patrol and motor patrol.
- Take field trips to different agencies and question commanders and patrolmen about their duties and responsibilities.
- Collect articles about patrol and related fields.
- Listen to tapes of experienced employees of the Criminal Justice System (i.e., tape of police dispatcher calls on a busy weekend, or tapes of the training officer of the local police department).

TEACHER MANAGEMENT ACTIVITIES

- Show films on police work, for example, *The Policeman and His Job*, and *Traffic Patrol - Its Nature and Purpose*.
- Arrange for students to accompany police officers during their patrol activities.
- Ask a police officer to discuss preventive patrol measures, and describe the training that officers receive.

- Invite representatives of local, county, state, and federal law agencies to describe opportunities, entrance requirements, training, and job responsibilities for their agencies.

- Ask students to write an actual police report on a simulated criminal activity.

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Unit 4

INVESTIGATIVE TECHNIQUES

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Unit 4

INVESTIGATIVE TECHNIQUES

INSTRUCTIONAL OBJECTIVES

1. Ability to explain the basic principles upon which various types of police investigations are based.
2. Ability to describe the importance of the preliminary investigation.
3. Ability to understand the major steps in the preliminary investigation.
4. Ability to identify basic techniques and procedures used in police investigations.
5. Ability to recognize the precautions to be taken in protecting the crime scene.
6. Ability to appreciate the importance of taking field notes at the crime scene.
7. Ability to value the principles of investigative techniques in police work.

CONTENT

INTRODUCTION

The basic functions of police are to maintain peace and to protect lives and property. When a crime or accident has occurred, the police must investigate the circumstances and bring the violator before a court of law. Investigation of a criminal or traffic accident, which leads to detection, apprehension, and conviction of a law violator, prevents this person from committing other violations. It also provides

information which helps the police to be more efficient in the prevention of future crime or criminal acts.

TYPES OF INVESTIGATIONS

The police officer or police aide is concerned with three basic types of investigations:

- Law and ordinance violations, which involve violations of criminal law, the traffic code, health regulations, sanitary codes, etc.
- Personnel investigation, to determine a person's character, background, and suitability for a position of trust or high responsibility.
- Conditions or circumstances which cause or may result in crime or an increase in crime; such as, studies of the effects of community facilities and programs upon juveniles, the effects of poverty, or investigations into organized crime and vice.

Any investigation involves the task of obtaining information, which is then evaluated, examined, and screened before it is used in a court of law as evidence. Much information obtained by police, such as tips, rumors, or polygraph (lie-detector) tests, etc., are not appropriate, suitable, or legally usable in a court as evidence. However, this kind of information can be of great value in obtaining other information which can eventually be used as evidence.

Sources of Information

There are two sources of information -- people and things. The gathering and evaluation of each type of data calls for special types of skills and talents.

The officer at the crime or accident scene deals with people who are usually in a highly emotional state, and frequently faces problems of perception, communication, and possibly fighting or fleeing.

The laboratory technician or scientist deals with objects which cannot lie or flee, or are not emotional. These must be handled and examined in special ways by a person possessing definite types of training and experience.

However, the officer at the scene still must know what to look for, and what may be of value both to the technician and/or the court as evidence.

People as Information Sources. *People, as victims*, can supply information because of their direct observations and personal experiences. They may be able to:

- identify the criminal offender;
- provide a description; and
- indicate the direction and method of flight, the method of operation, things to search for on a suspect, the suspect's motives, etc.

Witnesses to a crime or accident may be able to describe:

- what was taken;
- what the violator said, did, touched, etc.;
- the sequence of events; and
- to what extent and in what manner the scene was altered.

Witnesses may also provide information through "hunches" or ideas.

Offenders or violators, through their observations and personal experiences,

- may be willing to provide investigators with facts which supplement the information given by victims or witnesses,
- may provide motives,
- may involve other persons,
- may offer alibis,
- may locate stolen property, or
- may provide information on other offences.

Physical Objects as Sources of Information. Physical objects are the other main source of information.

Because people are capable of lying, perceive things differently, can be impeached, and have faulty memories, courts have established that physical evidence, scientific tests, or objects are of greater value as evidence than human descriptions.

Every officer should be aware that every crime or accident results in either physical changes or transfers of materials which may later be verified:

Physical Changes. Physical changes may occur in the *victim's* condition through:

- injuries caused by weapons such as a gun, club, or knife;
- through chemicals such as poisons, acids, or drugs;
- through impact with a vehicle which results in loss of blood, skin, clothing; etc.

The *suspect's* condition can be changed:

- by injuries caused by a fight with the victim, as indicated by scratches, bruises or bites;
- by contact with other objects resulting in cuts, falls, or broken bones, etc.

The *scene of the offence* may be changed:

- by broken objects, such as windows, doors, headlights, bumpers, etc.;
- by marked or dented objects, such as windowsills, wet paint, soft putty, earth, etc.;
- by things which have been moved, such as windows, furniture, curtains, etc.; or
- by objects that have been destroyed, such as serial numbers, burned buildings, etc.

Transfer. Materials may also be transferred or moved by the suspect from the victim or the scene. These may include property of the victim, tools, blood, hair, clothing fibers, etc. Additionally, items such as bullets, tools, cigarette butts, paint peels from an auto accident, matches, fingerprints, etc., may be either left at the scene accidentally, or taken by the suspect.

Preliminary Investigations

Criminal investigations are conducted to obtain physical evidence, or to apprehend the suspect or suspects. This evidence is then presented to a court of law. Much of the success of these investigations depends on the actions of the police at the time that they become aware of the crime and when they first reach the scene. *The initial actions of the officer can well determine the success or failure of the investigation.* The early discovery of facts, information, and objects; and the protection of these items and the general scene until the follow-up investigator takes over, is called the *preliminary investigation.*

Purpose. The purposes of the preliminary investigation are:

- to establish a basis from which a follow-up investigation can be made,
- to provide prompt first-aid if needed by the victims of a crime or accident,
- to apprehend the offender, and
- to show that the police can and do respond efficiently.

The Scene. This preliminary investigation consists of a number of related activities.

Prompt Arrival. Police efficiency in an investigation is frequently measured by the speed and attendant safety of the officer's response and arrival at the scene of the incident. This is particularly true in criminal cases, as the opportunity to offer medical assistance or apprehend a violator decreases rapidly with passage of time.

The officer should proceed to the scene immediately in a safe manner, avoiding reckless driving which may cause danger to others, or accidents which may delay the officer's arrival. Quick arrival at the scene is particularly important in cases of serious auto accidents, or crimes where someone may be injured from a shooting or stabbing, and where prompt administration of first-aid may save a life or permanent injury.

Prompt arrival also:

- greatly increases the opportunities for apprehending the violator;
- lessens the chances that evidence will be destroyed or altered intentionally or innocently by by-standers; it also
- lessens the chances that witnesses will leave the scene, have decided not to cooperate or tell their observations, have discussed the event with others and thereby distorted their views, or became confused as to what they actually saw.

Initial Action. If the officer is accompanied by another officer or aide or if other persons are at the scene, the officer may try to apprehend the suspect or suspects while the other officer or aide provides assistance to the victim.

The top priority of the officer arriving at the scene is to preserve and protect human lives which may be endangered.

The officer may have to call for an ambulance, administer first-aid, or take the victim to a hospital, depending on the situation.

The officer then attempts to arrest the violator or offender if a crime has been committed. He must evaluate the situation by asking questions of the complainant, victim, and/or witnesses. He must observe the general physical scene, and look for traces of evidence such as tool marks, weapons, or forced windows.

Witnesses. The officer should attempt to quickly determine exactly what happened, but should not take accounts of witnesses at face value. Citizens have been known to claim criminal damage or mischievous conduct when actually damage was the result of a self-committed accident.

If the suspect is not at the scene, the officer or aide should obtain as much basic information about the suspect as possible and notify other police units in the area. This information might include:

- a physical description;
- known identification;
- the suspect's destination or direction of flight; and
- the make, year, color, license, and number of persons in the suspect's vehicle.

This information should be broadcast on the police radio immediately to assist other police units:

- who may be in a position to apprehend the suspect or suspects,
- who may stop them by chance on a routine traffic violation, or
- who may know where the suspects are going as a result of information furnished by a victim or witness.

The officer and aide conducting the preliminary interview should try to obtain, in the most rapid manner, as much relevant information as possible. Probably the complainant, who possibly knows the most about this problem and may have been in actual contact with the criminal, is the first one to be interviewed. Eye-witnesses to the crime should be interviewed next. Following this, the officer should interview other persons who may have information about the crime, accident, or events leading up to it.

If the suspect is already in custody, he must first be informed of his legal rights. Only then can a suspects testimony be used against him. Questions relating to the identity of other suspects and the admission of guilt can then be asked. The officer should try to calm the victim or victims, and any witnesses who may be hysterical, angry, in shock, violent, etc. Witnesses should be interviewed separately so that their accounts of the incident will not influence the accounts of other witnesses.

Except when it is necessary to provide first-aid or to apprehend a suspect, the officer should not disturb nor allow others to disturb the scene of the crime or accident. Until an examination has been made of the scene to determine the extent of the crime, all persons should be kept away so that sketches, photographs, casts, etc., can be made.

Investigation Reports. After taking care of the scene of the incident, the officer and/or aide should begin taking notes of all information relating to the incident. A record should be made of such items as:

- Time of arrival of police at the scene,
- Weather conditions,
- Time of probable occurrence of the incident,
- Identity of other officers involved, if any,
- Time when incident was known to police,
- Results of interviews,
- Identity of victims, suspects, and/or witnesses,
- Any other relevant information.

The crime or accident should be reported on police departmental forms, and in as complete and accurate a format as possible. The officer must also arrange for the collection of all possible evidence, either personally, or by police laboratory technician, detective, or other person assigned to this responsibility.

The preliminary investigation is completed when the officer and/or aide turns over all the information obtained to the detective or other investigator who has been assigned to do a more detailed and in-depth investigation of the incident.

ACCIDENT OR CRIME SCENE PROTECTION

Importance of Protection

Protection and preservation of the scene of the incident until the investigation is completed is an important responsibility of the police officer. In fact, the success of the investigation frequently depends not only on the officer's prompt arrival on the scene, but also the thoroughness of the preliminary investigation. If the scene is changed to any degree, information leading to the apprehension of the suspect may be destroyed, lost, or made unusable. Firm evidence may also be changed to an extent which would make it unusable in a court.

As previously indicated, prompt arrival of the officer and aide at the scene is very important. It often makes the difference between obtaining clear and conclusive evidence, or having to conduct a lengthy, involved, and perhaps futile investigation. If the officer is slow in arriving, wind or snow may cover footprints, rain can dissolve bloodstains and fingerprints, or glass or paint chips may be swept up or thrown away. Other kinds of evidence may also be obscured, further injury or destruction may be caused, and witnesses may become lost.

Definition of Crime Scene

The accident or crime scene is the location where the accident, crime, or other incident took place, or where any acts relating to the crime occurred; and is the place from which the investigation begins.

Procedures

The first officer to arrive at the crime scene is usually the patrol officer, who is responsible for securing and protecting the specific place where the crime occurred.

When secure, the officer then extends his control outward from the scene into nearby hallways, parking lots, and areas adjacent to the roads or walks near a vehicle accident. The officer and aide must provide continuous protection for this area until the arrival of detectives, laboratory technicians, and other investigators.

The officer must also keep anyone not directly involved in the investigation away from the scene, including reporters, other police officers, witnesses, and even the owner of the premises.

The offier must not touch, handle, step on, or alter in any way anything that might even remotely be connected with the suspect. Traces are often left of footprints, tire marks, or ladder marks or impressions; by tools scoring or damaging doors, windows, safes, or cabinets; by used bullets which can be traced to a specific gun; of broken glass which can show the direction of impact; or of blood and stains that can be matched with the suspect or victim.

SPECIAL PROBLEMS

Fingerprints

Physical forms of evidence are becoming increasingly important in courts to offset the questioned validity of verbal statements. The most important piece of evidence that an investigator can obtain is fingerprint evidence. This is true because every fingerprint is different, and only one person can make a given print. Fingerprint evidence establishes without a doubt that a unique suspect was at the scene of the crime.

Fingerprints are markings left on a surface, and have the same pattern as the skin of the hand making them. There are three types of fingerprints:

- *Latent prints, or prints formed by perspiration or skin oils.* These are normally not visible and must be treated by dusting, fuming or chemicals to be collected. The term *latent* is often applied to all types of fingerprints.

- *Visible prints,* These are prints resulting when a finger has been covered with blood, oil, dirt, or some other substance which is then transferred to a surface.

- *Plastic or moulded impressions,* or prints made when a soft surface such as putty, wax, soap, butter, grease, etc., is touched, and a finger leaves an impression in the surface.

Fingerprints theoretically last indefinately on a surface, but their practical value is lost after several days, due to evaporation of the moisture in the impressions. Rain or snow can also destroy prints in a very short period of time; a hot sun will dry them out in minutes; and wind will speed up the deterioration. Prints left on a smooth surface such as metal, glass, or tile will last longer than those on a porous surface such as paper, rough wood, or fabric.

Police look for prints:

- on furniture which has been moved;

- on ash trays or lamps that may have been thrown out;

- on points of entry, such as window sills, panes of glass or door jambs;
- on dressers, desks, and tables; or
- on tools and weapons left at the scene.

Bloodstains

Blood may be found on the victim, the suspect, at the scene, or on a weapon. This blood may, by laboratory analysis, be shown to be the same type and can be part of the evidence being developed. Unlike fingerprints, however, many persons have the same type of blood.

Bloodstains or smears on doors, furniture, and floors can indicate movements and help to reconstruct the crime, and the shape and position of the stains may show the position of the attacker or how a weapon was used.

Bloodstains take on many colors, and a sharp eye is often needed to identify them. A thin layer of blood can appear to be greyish-green, while exposure to sun, heat, or water can cause it to appear grey. Blood on wallpaper may change the color of the paper dye, while wine or coffee may discolor it differently. Some other stains such as paint, lipstick, or rust may appear to be blood, and chemical tests are needed for identification.

The officer usually searches for bloodstains in cracks or wall seams which appear to have recently been washed; under furniture; around kitchen sinks, laundry and bath tubs, or toilet bowls; on soap, soap dishes, curtains, bedding, and towels; and on clothing.

Tool Marks

Tool marks are imprints made by an instrument on a surface or object which is softer than the tool. Tools such as a screwdriver, hammer, or crow bar have certain grain characteristics in the metals that are unique to that tool, as a fingerprint is unique to only one person.

Tool marks can be readily seen under a microscope, and markings left at the scene of a crime may often be traced to a particular tool. Tools leave three kinds of marks:

- Impressions or indentations, as made by a sudden blow,
- Striations or scratches, or
- Combinations of the above, which are the most common kinds of marks.

Police look for striations on cash boxes, cash registers, door locks, and safe dials. Impressions are usually found at points of entry.

Because tool marks are important as evidence, every effort should be made to locate the tool. Tools also may leave paint flakes, oil, or dirt, or may pick up wood or dust fragments at the scene.

INTERVIEWS

An investigating officer must obtain as much information as possible, so that the facts, the sequence of events, and the identity of the suspect can be determined.

Interviewing is the conducting of a controlled conversation with a victim, witness, or anyone else holding information about a crime, incident, or situation, who offers this information willingly.

Interrogation is the process by which police attempt to obtain information about a crime or incident from a person who is unwilling to give information. This person is generally the suspect, but may also be a witness or victim.

Before interrogating a witness, his legal rights must be read to him, and he must understand them.

Basic Principles

The best time to conduct an interview is usually as soon after the incident as possible, so that memories are sharp, and witnesses have not been influenced by others.

Delay sometimes occurs due to emotions, the situation, or weather conditions. The interview should be held in privacy, and free from distractions.

The officer should try to improve communication by removing physical and psychological barriers such as a desk or counter, and to prepare for the interview by knowing as much information as is available about the case, and by acting in a friendly, cooperative, and professional manner.

Techniques

The officer should begin by finding some way of establishing a friendly relationship with, and interest in, the subject. Patience and courtesy are most essential.

Even with a hostile subject, the officer should try to discover the reason he is hostile or reluctant to talk. He can do this by showing friendship or by appealing to justice or reasonableness.

It is essential that the officer listen and keep his own talking to a minimum. Subjects should not be interrupted while talking.

Officers must not be overbearing. The subject should be allowed to carry the conversation as much as possible, and should be encouraged to tell his story in his own way.

Specific questions can often be used to clarify a point or to get a subject talking. The officer should continually evaluate what the subject says, how it is said, and what is not being said.

If silence, a quick shift in topics, or emotional outburst occurs, the officer should calmly and discretely attempt to learn why. Leading questions often confuse, and disturb the subject and are generally to be avoided.

Witness Errors

Many things influence the way a person sees or thinks an event or incident occurred. The officer or police aide needs to be aware of these factors and the manner in which they may distort information.

Factors such as light, weather conditions, noise, smells, smoke, distance from the incident, etc., can greatly effect or distort a person's impressions. Likewise, the passage of time, or other outside influences may make a difference in memory retention.

Physical conditions such as age, perception, nearsightedness, hearing, taste, illness, or disease may affect a person's honest ability to relate his impressions.

Emotions must also be considered. These include reactions from those who may be frightened, excited, angry, etc., and who may unconsciously offer a narrow and biased type of information. Severe emotional reactions may even cause a temporary loss of memory.

In general, the more familiar a person is with what is being observed, the more capable he is of describing it; and the better educated he is, the better is the description.

Persons tend to see or hear what they want to see or hear, and may consciously or unconsciously slant their descriptions because of these biases. That these natural sources of error happen should be known to and evaluated by the officer or police aide as information is being gathered.

FIELD NOTES

Field notes help the officer to recall basic information and events. They help to clarify inconsistencies in stories, suggest new ways of questioning, and help the officer to recall items which may be forgotten in the excitement of the incident scene.

These notes can also help the interrogating officer if the investigative report is not fully completed. They can aid in briefing the officer on the facts learned up to this point of the investigation.

Field notes assist the officer's recall when he later appears in a court of law. They can help a witness to recall what was said at the time of the incident, and in turn counteract changed testimony or later denials.

The officer should take as many notes as practicable, so that information is accurate and will not be forgotten. Some police departments are requiring officers to carry small portable tape recorders at all times. The officer is then able to record his conversation and the conversations of witnesses, suspects, etc.

Incomplete or inaccurate notes may be used in court to discredit the testimony of the officer or police aide. The notes should be legible, relevant, and completely referenced as to time, location, incident, etc.

Most of the offier's notes will result from interviews, but other types of information, such as court appearance dates, special events, descriptions of suspects, stolen property, wanted persons, or special conditions, should also be included.

STUDENT LEARNING ACTIVITIES

- Review accident or crime investigation reports used by a local police agency.
- Expose fingerprints to rain, wind, and sun, and determine which climatic condition causes the prints to deteriorate most rapidly.
- Place fingerprints on differing surfaces, such as wood, metal, plastic, or cloth, and compare the stability of the print over a period of time.

- Outline the kinds of information usually compiled in field notes by an officer and describe these in general terms to the class.

- Write a report which describes the duties and responsibilities of various police jobs, such as investigator, laboratory technician, criminologist, detective, and patrol officer.

- Describe various ways in which the police agencies in the community, county, or state cooperate.

- View and discuss films on investigative techniques, as for example *Fundamentals of Criminal Investigation,* and *The Nuclear Witness; Activation Analysis in Crime Investigations.*

- Debate statements such as, *There is no such thing as a routine arrest,* or *Protection of the crime scene is not a very important function of police work.*

TEACHER MANAGEMENT ACTIVITIES

- Show pictures or video tapes of a crime or accident scene to the class, and lead a discussion on the next steps to be taken by the investigating officer.

- Create a bulletin board display of copies of investigative report forms of various police agencies.

- Demonstrate to the class the procedure used in fingerprinting, and allow students to take each other's fingerprints.

- Arrange for a class role-playing interrogation interview.

- Ask students to write reports on topics such as:

  the importance of the field report,

  the value of fingerprints,

  protecting the scene,

  procedures in interviewing witnesses, or

  sources of information and their value.

- Show and discuss films on investigative techniques, as for example, *Fundamentals of Criminal Investigation* and *The Nuclear Witness - Activation Analysis in Crime Investigation.*

- Allow the students to debate such statements as *There's no such thing as a routine arrest,* or *Protection of the crime scene is not a very important function of police work.*

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Unit 5

TRAFFIC DIRECTION AND CONTROL

Here are the contents for Unit 5 of the Public Safety Group. We suggest a careful reading of it before you read the text.

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Unit 5

TRAFFIC DIRECTION AND CONTROL

INSTRUCTIONAL OBJECTIVES

1. Ability to understand how to enforce the traffic laws and regulations.
2. Ability in role-playing situations to demonstrate proficiency in traffic control at intersections.
3. Ability to recognize the importance of working with traffic engineers, educators, and motor-vehicle administrators to regulate and improve traffic flow.
4. Ability to describe the proper investigation procedures at an accident scene.
5. Ability to report evidence, inform violators of their rights and responsibilities, and make an accident scene as safe as possible.
6. Ability to value the importance of traffic direction and control as a primary police function.

CONTENT

INTRODUCTION

This unit is designed to develop the student's ability to understand, and to appreciate the basic duties of a law enforcement officer, as these duties relate to improving the safety, direction, and control of traffic. It will provide knowledge of controlling traffic flow, and familiarity with and reasons for traffic regulations. This unit will also deal with methods of handling traffic law violators, and investigating, reporting and controlling accident scenes.

THE TRAFFIC OFFICER

Traffic police are normally assigned to a beat or area to patrol by foot, patrol car, motorcycle, or horseback. Their primary function is the safe control of traffic in their area by preventing accidents and improving the flow of traffic.

They are expected to know and enforce the traffic laws and regulations, and to issue tickets for traffic law violations.

They must report to the scene of an accident, and render first aid to any injured persons. It is part of their duty to investigate the causes of, and results of, an accident, and to direct and reroute traffic around the accident scene.

Other duties include traffic control in unusual crowd situations, such as fires, construction sites, or other types of disruptions to normal traffic flow.

The traffic officer writes daily reports describing his activities.

Accident prevention officers investigate traffic accidents to determine the cause and, from information obtained, formulate plans for the regulation of traffic and education of the public to prevent future accidents. Officers photograph the accident scene. They obtain statements from those involved and from witnesses to the accident. In addition, they take measurements, and obtain other evidence that may determine which party in the accident is at fault.

INTERSECTION TRAFFIC CONTROL

Need for Control of Traffic at Intersections

Because of the large volume of traffic on American streets and highways, the threat of congestion or traffic tie-ups almost always exists. Usually, traffic signals are used to control the routine flow of traffic, but frequently conditions arise that do cause congestion. These causes may be such incidents as parades, accidents, rush hours, special events, athletic contests and fairs, non-operating traffic signals, etc.

Officers are often assigned to direct traffic as a means of relieving this congestion and keeping vehicles moving. The traffic officer must be prepared to go to the scene of the congestion, and must know and be able to use the basic techniques and signals that are most clearly understood by the general public. These skills include proper bearing, attitude, and appearance of the officer.

The officer directing traffic at a busy intersection probably has the most frequent contact of the entire police force with the general public. His ability to handle the situation and his efficiency on the job are the impressions that many of the public have of their police. For these reasons, the officer must always be conscious of the image he portrays, and must be and appear to be, a professional whenever on the job.

Preparation for the Task

Special Clothing Requirements. The traffic officer needs to be ready to direct traffic as a routine part of his job. He must remain at his post for many hours and in all kinds of weather. Protective clothing such as a raincoat, cap cover, gloves or mittens, and other suitable clothing, therefore need to be available at all times. Officers in patrol cars usually carry these clothing items with them, while officers on foot usually arrange to keep extra clothing in an available business place.

Despite the fact that patrol cars have heaters, officers often remain outside of their cars for long periods in winter. They need to have proper protection against the cold, such as high visibility gloves, cap covers, and a slip-over vest. High visibility clothes should be worn at night. A wet, cold, or improperly dressed officer is a hazard to himself and to motorists.

Position in the Roadway. The position selected by the officer to direct traffic depends on:

- the design of the particular intersection.
- the direction of traffic flow.
- having a clear and unobstructed view of the intersection and its approaches.
- being positioned where motorists can easily see the officer.

This location should allow for supervision of all vehicle and pedestrian movements. Officers assigned to traffic control usually select a position in the center of the intersection or at one of the corners.

The center of the intersection usually gives the most visibility, but is also the most hazardous place to stand. It is normally selected when traffic signals are not working, when traffic is not moving at high speeds, and when there are not many pedestrians crossing.

The intersection center is not used when the officer must stand in the path of traffic, or if there is little clearance between opposite flows of vehicles.

Control of traffic from a corner of the intersection is used when there is heavy pedestrian traffic, or when the center is too dangerous for the officer. Usually, the officer stands in the street a few feet out from the curb.

The officer should stand erect and indicate command, and when not signaling should stand at ease facing traffic and with hands at sides. When directing traffic, the officer's shoulders should be parallel to the traffic flow.

The Traffic Control Function

Hand Signals. The ability of the officer to use his uniform and posture, in conjunction with clearly defined and understandable gestures, is basic to traffic control. Complicated or unclear signals cause confusion, accidents, or traffic infractions, and should not be used.

To stop traffic, the officer:

- selects the vehicle to be stopped.
- looks directly at the driver and points directly at him.
- holds this position until he is seen by the driver, then raises the hand so that the palm is facing the driver.
- continues to hold this position until traffic is stopped, then, with one arm still raised, turns head in opposite direction and repeats this procedure with the other hand.
- lowers neither arm until all traffic is stopped.

To start traffic, on a cross street, the officer:

- pivots and places his shoulders parallel with the vehicle waiting to move.
- points to lead vehicle to attract attention.
- turns palm of hand inward and by bending elbow, brings hand up and over to the chin.
- repeats gesture until traffic starts to move, then drops hands to side.

Whistle. The police whistle should only be used when necessary, but then should be loud and clear. It can attract attention and greatly assist in the control of traffic.

One long blast, together with the proper gestures, is used to stop traffic. Two short blasts are used to start traffic. Short, fast blasts are used to give warning of dangerous conditions such as turning vehicles, emergency vehicles, improper crossings, etc.

Regulating the Flow of Traffic. Police officers direct and control traffic to prevent congestion on streets and highways, and to increase the movement of vehicles in a safe manner. To do this, the officer at an intersection allows longer periods of traffic flow on the most heavily traveled street. If intersecting streets have the same amount of traffic, each street is allowed equal amounts of time for vehicles to move through the intersection. Generally, allowing longer amounts of time for traffic to flow on a street is preferable, as it reduces the amount of time lost from frequent changes of traffic direction.

Traffic should be stopped if it appears that it will back-up and block the intersection and prevent cross traffic. The flow of vehicles can sometimes be increased by signaling slow or timid drivers to speed up and remain in their lanes.

Double parking by delivery trucks or other vehicles interferes with normal traffic flow, causes safety hazards, and back-ups. This should also be prohibited.

Control of Turning Vehicles. The officer should supervise all turning vehicles. When traffic is exceptionally heavy and there is a spill-back or back-up from another intersection, turning vehicles often add to the congestion. At these times, the officer should direct all traffic to go straight ahead, preventing turns.

Traffic officers are expected to prevent all improper turns. Right turns from the left lane, or left turns from the right lane, are illegal and cause congestion and accidents. Assistance can be given to drivers by directing those making a left turn into the left lane, allowing the nearest approaching vehicles to pass, then stopping the remaining traffic and motioning the driver to turn.

Which lane of traffic takes precedence depends on which one has the greatest flow, providing there is space to permit the traffic to continue.

Traffic flow should be coordinated with other nearby intersections.

Pedestrians. Pedestrians need to be held on the curb until all traffic is stopped to prevent accidents due to inattentive drivers, mechanical failures, etc. Special attention should be given to children, blind, lame, or elderly persons. Jaywalking or other illegal crossings by pedestrians should be prevented by sounding a warning on the whistle. In some states, pedestrians automatically have the right of way, once they are legally in a crosswalk.

Emergency Vehicles. All pedestrian and vehicle traffic should be stopped when an emergency vehicle is approaching. The officer should give the drivers *go* or *turn* signals when the intersection is clear.

Providing Assistance and Information. A street map or guide is normally carried by officers to assist persons needing direction. If detailed explanations are needed, the person should be directed to the curb. The officer should continue to observe traffic when providing such assistance.

Parking. The officer should issue a warning or *citation* (ticket) in accordance with local regulations when vehicles are illegally parked, parked overtime, double parked, blocking a fire hydrant, parking across a sidewalk or driveway, etc., or whenever a safety hazard is created. At times, vehicles must be removed or impounded.

TRAFFIC LAW ENFORCEMENT

The purpose of traffic laws and regulations is to discourage the kinds of behavior or conditions which cause accidents, inconvenience, or congestion, and to improve vehicle equipment and the habits of pedestrians. In turn, this improves the health and safety of the community.

Enforcement action is taken so that traffic laws and regulations can be reviewed by the courts, and so that the courts may evaluate the improper conduct and take appropriate measures.

Application of Traffic Laws and Regulations

Much of the ordinary contact between citizens and their police comes about as a result of traffic violations. Over 16 million summons are issued yearly for moving-vehicle violations in the United States, in addition to the issuance of over 30 million parking tickets. This appears to mean that the average driver is not able to operate a motor vehicle in compliance with all laws at all times.

Support for law enforcement objectives requires the interest and support of the community. This, in turn, is influenced by

the way police handle traffic violations. Most violators do not consider themselves as criminals and resent a strict enforcement of the laws.

However, allowing violations under some circumstances may tend to encourage violations in hazardous situations. Traffic officers should use discretion and exercise a degree of latitude in enforcement. Nonpunitive warnings and notices of violations should be combined with punitive sanctions, such as arrests or summons. A flexible enforcement policy will tend to minimize both the resentment of the public and the risk to public safety resulting from excessive enforcement.

Police officers must use good judgment and common sense in deciding when to enforce a traffic law. For example, some latitude in enforcement may be used when:

- double-parking does not interfere with traffic, and the driver remains in his car, or when trucks have no loading-zone facilities.
- when overtime parking is not excessive and does not inconvenience the public.
- for minor violations committed by out-of-town drivers.
- when speeding is not overly excessive or hazardous.
- when the vehicle has such mechanical defects as burned-out tail lights, of which the driver is unaware.

The Traffic Violator. The professional attitude shown by the officer or aide when dealing with a traffic violator requires objectivity, concern for the violator, and complete absence of any desire to harm, threaten, or punish the violator. The officer must remain calm despite abuse and provocation. This is essential to build respect for the law and law enforcement.

Persons who violate traffic laws represent a cross section of the community and, as such, are usually unable to admit their errors, including their bad driving. Most persons find it easier to blame mistakes on someone or something else. There is an emotional response and the implied threat of punishment as a result of being stopped for a traffic violation. This means that the officer or aide must be prepared to deal with a wide range of responses from mild anxiety, or hysteria, to personal accusations, verbal abuse, etc.

Issuing Tickets. Once the decision to stop the traffic violator has been made, the officer or aide must decide whether to issue a warning or summons. Aides do not normally take offenders into physical custody. The following procedure is usually followed:

- notify the police dispatcher by radio (if radio is available in police car) of your location and the violator's license number.
- check the license against the stolen car list (almost all patrol cars have such a list).
- politely greet the driver, and inform the driver that he was observed violating the law for yielding, illegal turn, etc., and of the action to be taken (summons, warning, etc.).
- request the driver's license and vehicle registration and check them.
- return to the curb or shoulder side of the car to write out the summons.
- check with the police dispatcher to learn if there are warrants or other reasons for holding the driver.
- give the violator a copy of the ticket, and explain what the driver is expected to do about it.

The Traffic Accident

The Accident Investigation. The causes of accidents are investigated by police to determine whether greater enforcement is required; to better understand traffic problems; and to form guidelines for traffic enforcement programs, traffic engineering programs, and traffic education programs. The investigator is expected to obtain as much information about the accident as possible, to keep an open mind until all facts are known, and to complete a written report of the findings.

Responding to the Accident Call. When directed to the accident scene, the officer should obtain as much information as possible from the dispatcher. This information should include type of accident, extent of injuries, location, traffic conditions, number of vehicles involved, etc.

If there are no injuries or other emergencies, the officer drives to the scene at a normal rate of speed and observes all traffic laws. If the accident is an emergency, then the officer drives to the scene as rapidly as safe emergency driving procedures allow.

Accident Scene. Upon arrival at the scene, the officer first tries to prevent the accident from becoming worse. After surveying the scene, the officer inquires about injuries and calls for assistance if needed.

If it is a minor accident, the police car is parked off the road and the other vehicles are moved from the road as soon as possible.

If a serious accident has occurred, the police car is parked on the road in back of the disabled vehicles. The emergency flashing lights are kept on during the entire investigation, as are other car lights if at night. Flares or reflectors are placed on the road several hundred feet behind the vehicles.

Treatment of Injured. Some injuries call for immediate first aid. Usually, the injured should not be moved until an ambulance arrives, as improper movement may increase or worsen the injury. If the victims can walk, they should be helped to the curb or to a vehicle, but not to the police car parked in the middle of the road.

Property Protection. The officer or aide should collect the personal belongings of the victims and give them to identified friends or relatives, or lock them in the police car. To prevent theft, bystanders should be kept away from the damaged vehicles.

The officer must guard the vehicles and sometimes have them towed away or impounded without the owner's consent if the driver is arrested or hospitalized. If the disabled vehicle is a traffic hazard, or if the vehicle was stolen or used in a crime, it must be removed from the accident scene.

The officer or aide should also prepare an inventory of items easily stolen from the vehicle, such as jack, spare tire, battery, hub caps, etc., and require that the tow-truck operator sign the inventory prior to allowing the damaged vehicle or vehicles to be towed away.

Investigation of Parties Involved. The purpose of the investigation is to obtain the facts from any and all sources and to determine the causes of the accident. After securing the area, officers usually begin their investigation by checking the validity of the drivers' operator's permits, which the officer holds for identification purposes until the investigation is completed.

The physical condition of the drivers is observed to determine whether they are injured or are under the influence of alcohol, drugs, etc. Each driver should be interviewed separately to learn his uninterrupted version of the cause of the accident. Some jurisdictions require that the drivers should then be asked to repeat their version of the causes of the accident in each other's presence. As points of contradiction arise, the officer or aide explains them to both drivers,

together with such clearly observable facts as road conditions, signals, point of impact, etc.

If the driver is missing from the scene, the officer should attempt to learn the reason before calling in a report of a hit-and-run driver. The missing driver may not have been able to find a parking spot nearby, and had to park at some distance; the driver may have been injured and taken to a hospital; he may have suffered a concussion and be wandering around the accident scene; or the drivers may have exchanged information and then driven away, which is in compliance with the law under certain conditions.

Investigation of Witnesses. Eye-witnesses to an accident often prove to be highly unreliable sources of information and frequently contradict one another. Nevertheless, the officer should attempt to gain information from all possible sources.

Usually, disinterested persons who were not involved in the accident are the most reliable witnesses. Many witnesses are reluctant to give information because they do not want the inconvenience of appearing in court. Witnesses should be interviewed as soon as possible as they tend to quickly leave the scene, particularly in poor weather.

Witnesses can be identified by observing persons doing a lot of talking and pointing. The officer should avoid using the word *witness* when asking the individual what he saw. *Investigators must use courtesy, tact, and patience when asking for the cooperation of a citizen who has no legal responsibility to extend himself.*

The most successful approach is to allow the witness to tell the whole story in an uninterrupted manner before asking questions about particular parts of it.

The officer should determine where all witnesses were at the time of the accident and what they were doing. As a rule, passengers in the vehicles involved in the accident are biased, but should still be interviewed.

Investigation of Physical Evidence. Physical evidence found at the accident scene is more reliable than the accounts of witnesses, as it cannot lie. Physical evidence is not prejudiced, and may offer many indications leading up to the accident.

The investigator should note the road condition (slippery, dry, holes, etc.); the weather; obstructions (construction, parked vehicles, traffic signals, etc.); and visibility (clear, fog, rain, darkness, etc.). Skid marks or tire tracks on the roadway can be used to estimate the speed of the vehicle and

the direction of travel. The exact point of impact can be found by dirt shaken loose, broken glass, or chrome pieces on the ground.

The condition of all vehicles involved should be evaluated, as the damage to them may indicate their position at the time of impact. The steering, brakes, and lights should be checked as possible contributors to the accident.

Reporting Evidence. The officer takes notes of all findings and adds sketches, measurements, and/or photographs when necessary. All findings are placed into the accident report.

Law Enforcement. A summons or other law enforcement action should only be utilized after the evidence has been evaluated, and the investigation has been completed. All parties should be made to understand their obligations to report the accident, appear in court, etc.

Removing Traffic Hazards. Issuing a citation or summons completes the investigation at the scene. The officer makes sure that all debris which may be dangerous to pedestrians or traffic has been removed.

STUDENT LEARNING ACTIVITIES

- While standing in front of a class, demonstrate the proper methods of stopping traffic at a busy intersection.
- Observe the actions of a police officer directing traffic at a intersection.
- Listen to a police officer conduct an investigation at an accident scene.
- Arrange with a police officer to ride in the patrol car so you can observe how he handles different situations. Prepare a report for the class describing this ride.
- View films on traffic direction and control, as for example, *Signals and Gestures in Directing Traffic, Protecting the Scene of the Accident,* and *Traffic Violation Case Preparation.*
- Observe a local street intersection and write a brief report on how traffic flow could be improved. Describe how this could be accomplished.
- Obtain a sample accident investigation report form from a local police agency.
- Inspect a police car and note the types of emergency equipment available.

TEACHER MANAGEMENT ACTIVITIES

- Arrange for the class to observe a local traffic court session.
- Assign the class a written report dealing with their impressions gained at traffic court.
- Arrange for selected class members to ride with police while on patrol.
- Show films of an accident scene to the class, for example, *Questioning Drivers and Witenesses in Accident Cases*, and *Detecting and Recording Skidmarks*, and ask students to note items that an investigator should include in the accident report.
- Conduct a role-playing session showing how eyewitness accounts of an accident can vary.
- Arrange for a police officer to discuss his role in local traffic control with the class.
- Show the class a picture of an accident scene and ask for their observations and impressions.
- Compile a file of forms used by various police departments to record accident reports.
- Compile a fictitious accident report form, and ask students to analyze it for completeness and accuracy.
- Ask a traffic engineer or city planner to discuss his role in improving traffic flow and control.

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Protecting the Scene of the Accident (Movie 16mm reel, purchase, 1969.

Questioning Drivers and Witnesses in Accident Cases (Movie 16mm reel, purchase), 1969.

Traffic Violation Case Preparation (Movie 16mm reel, purchase), 1969.

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Police Traffic Control Function, 2nd Edition, Paul B. Weston, Charles C. Thomas, 1968.

Unit 6

DELINQUENCY PREVENTION AND CONTROL

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Unit 6

DELINQUENCY PREVENTION AND CONTROL

INSTRUCTIONAL OBJECTIVES

1. Ability to define juvenile delinquency.
2. Ability to observe, analyze, and describe the basic approaches toward explaining delinquency.
3. Ability to understand youth problems with their relationship to the patrol function.
4. Ability to describe the causes of, and methods used in prevention of, delinquency.
5. Ability to understand the police role in delinquency prevention.
6. Ability to demonstrate a knowledge of varied activities which police may undertake to prevent delinquency.
7. Ability to describe limitations on police efforts to understand and prevent delinquency.
8. Ability to appreciate the importance of juvenile delinquency prevention and control in police work.

CONTENT

INTRODUCTION

Since earliest times, man has been searching for the causes of delinquent and criminal behavior. Many persons of varied interests and from numerous fields have tried to find answers to this problem. It has been their expectation that, if the causes could be identified, this behavior could be corrected.

Parents are usually only interested in their own childrens' behavior. Other persons are interested in small groups of individuals. Police however, must work with large numbers of juveniles, each of whom has a unique personality, unique problems, and unique behavior. The police are unable to set up an individual system or unique program for each situation, or person, regardless of the person's uniqueness.

THE JUVENILE OFFENDER

The basic role of the police is the preservation of the peace, protection of life and property, and the apprehension of violators. Police do not punish, rehabilitate, or treat offenders.

Juveniles are not exempt from the law and must answer for their actions against other members of society. A young age, immaturity, and irresponsibility are not excuses for theft, vandalism, or violence. The fact that a person is young does not mean that less force is or can be used during apprehension.

What is a Juvenile Delinquent?

While definitions may vary between jurisdiction, a juvenile delinquent is:

- A person usually nineteen or under who behaves or acts in a manner that would be considered criminal behavior if this person were older.
- A person whose behavior is noncriminal, but whose actions are not in his own best interest, such as continual truancy, being beyond parental control, a runaway, etc.

Trends in Juvenile Offences

Juveniles and youths up to the age of twenty-four are being arrested for burglary, theft, and auto theft in disproportionately large numbers. At the same time, members of this age group are seldom arrested for fraud, embezzlement, or vagrancy.

From known data, current trends seem to indicate that the numbers of juveniles and youths arrested in recent years has steadily increased and that this number will continue to increase. Additionally, the rate or percentage of arrests of juveniles and youths has also been increasing and this rate is also expected to climb during the next decade.

Arresting a Juvenile

When a juvenile is taken into custody, the procedure involved in handling the case is the same as when police arrest an older person, although there are some differences in the reporting methods used.

When a juvenile is in custody, the police should contact the parents as soon as practicable. The parents should be given all the facts relating to the unlawful behavior of their child, and should be involved in the corrective process.

During interrogation, the officer should avoid practices which are harsh or brutal, or which would be likely to *force* a confession. Profanity is never appropriate. Instead, *police must respect the legal as well as the human rights of persons in custody, even in highly provocative situations.*

CAUSES AND PREVENTION OF DELINQUENCY

Complexity of Delinquence

Juvenile delinquency takes the form of many different kinds of behavior. These include taking drugs, rape, running away from home, purse snatching, etc. Obviously, juvenile delinquency is not a simple or consistent type of behavior.

These and other types of delinquent actions are performed by many kinds of youngsters, such as:

- the frightened nine year old who does what the gang does;
- the rebellious teenager who hates or is frustrated by adults or parents;
- the older youths who see crime as a way of life and steal for profit;
- the psychologically disturbed youth who abuses or tortures animals.

Delinquency may also be committed under varying circumstances, and for countless different reasons. Some examples are:

- bored youths notice an unattended car with the keys left in the ignition;
- when a boy with a reputation as a *ladies-man* feels the need to maintain his reputation and commits statutory rape;
- a victim of a street robbery is beaten or nearly killed by assailants of another race;

- a youngster with one parent who has too little time or energy to supervise the activities of the youngster resulting in truancy or excessive absence from school, and stealing from stores.

Some Explanations of Delinquency

What any person will do under various combinations of circumstances is difficult to predict. Answers depend on a person's personality; his internal (or *psychological*) factors, in combination with external (or *environmental*) factors. *There appears to be no single cause for delinquent behavior, which is the result of many factors combined in a variety of ways.* Generally, the psychological influences are related to the person's intellectual, emotional, and physical self. On the contrary, environmental influences are outside the person, and are the situations which a person faces and with which he must cope.

Psychological Influences. Psychological influences contributing to delinquency include anxiety, curiosity, fear, and numerous desires and needs.

The way a mature person sees things depends partly on how things really are, and partly on how the person wants them to be, or imagines them to be. Youngsters are no different; their outlook on life depends greatly on their past experiences.

Home life as psychological factor. If a juvenile's home life and environment was satisfying, chances are that a highly positive outlook on life exists, and that the boy or girl is friendly and trusting.

If, on the other hand, the youngster lived in a home where he or she was not wanted, was mistreated, neglected, or beaten, chances are that the youth may be hostile, suspicious, unfriendly and cunning toward everyone. This distrust may be particularly evident when the youth is confronted with authority in any form.

This attitude, in turn, causes others to avoid the troubled youth, which worsens his behavioral problems.

Lack of independence as psychological factor. As youths grow, they gradually become more and more independent of their parents and parental control. Often this desire for independence results in family squabbles when parents are unable or unwilling to grant a degree of freedom, or when parents exercise harsh and unrealistic authority. Children in these situations frequently rebel in anger against what they consider to be unfairness. Often, because they cannot strike back at the home, they take out their frustrations and hostilities in the form of delinquent behavior expressed against others outside the home.

These psychological problems sometimes result in wanton destruction of property, misbehavior in school, and other forms of rebellion against any and all forms of authority. Acts of vandalism, havoc, or mutiliation usually are directed away from the parents for fear of added punishment.

Frustration as psychological factor. Loss or denial by the parents of an object desired by the youth may result in fighting, robbery, rape or other forms of aggressive behavior, brought about by frustration. While everyone is frustrated in various ways almost every day, most frustration actually is quite harmless. In fact, a mild degree of frustration or anxiety may actually help to motivate a person in a variety of behaviors. However, at times it can become a major source of irritation.

The youth who does not have the clothes, or the money, or belongs to a minority race, or who cannot afford a certain movie, etc., will react to his or her circumstances as the individual sees them. Frustration often breeds aggression, and the greater the frustration, the more aggressive and drastic the resulting behavior becomes. Crime, vandalism, stealing, and other forms of misbehavior may be the result.

Neurotic and psychotic behavior as psychological factors. Another aspect of delinquent behavior is rooted in the fabric of early childhood experiences. Self-defeating behavior patterns can emerge. These abnormal psychological conditions may develop:

- *Neurotic behavior.* Neurotics are less seriously disturbed individuals who, although aware of what is real, and what is not, are characterized by compulsive or other self-defeating behavior patterns.

- *Psychotic behavior.* Psychotics are seriously disturbed people who are often unaware of what is real, and what is fantasy. They can be dangerous to themselves, and to society. Protective custody is often required for such individuals.

Environmental Influences. Another aspect of behavior affecting almost all persons, and particularly juveniles, is that resulting from the individual's environment, or the sociological factors.

Environmental factors may include the weather, cars, buildings, or other persons, such as the family, friends, police, etc.

Antisocial factor as environmental influence. Almost all social behavior is affected by what a person sees, hears, or experiences. If a youth is exposed to antisocial, or criminal influences, his behavior patterns will probably reflect this to some degree.

Disadvantaged childhood as environmental factor. Almost all youngsters have the same desire to succeed, but some have the additional problems of poor language and social skills. The result is that they feel that other youths have all the socially accepted advantages. These youngsters often act completely contrary or opposite to the ways society expects them to act. To achieve status in the eyes of their friends, they adopt ways approved by their friends.

Generally, many delinquents are not interested in academic pursuits or preparing for the future, but instead want instant gratification. They cultivate roughness, toughness, irresponsibility, often senseless violence, mugging, and other criminal acts as their way of reacting against what society expects of them. This is their way of achieving success with their peers. They are rewarded or reinforced in their mind for this unacceptable behavior.

Other factors of environmental influence. Other negative environmental influences exist:

- unthinking persons leave items in an unlocked car parked on a city street;
- sometimes a youth belongs to a delinquent gang which may give him status and a sense of belonging, but which also encourages him to learn antisocial values and criminal type skills;
- teachers may identify and treat a youth as a troublemaker, and police and other authorities act the same way toward the youth. This might cause the youngster to behave in accordance with this delinquent image, and to view himself as *bad.*

In short, environmental factors often cause delinquent behavior by creating situations that encourage the learning of antisocial values and attitudes. These factors also may set up blocks to legitimate ways of gaining their wants or desires.

DELINQUENCY CONTROL

While many explanations (such as lack of jobs, moral deterioration, poverty, lack of respect, etc.) can be offered, *there is no one theory that adequately explains the reasons for all delinquent behavior. There is no single cause and no single simple method of preventing delinquency.*

It appears that delinquency is caused by a combination of factors and varying influences acting together on the individual. Treating just one, or reacting to just one of these influences, does not do much to overcome these delinquent tendencies.

Instead, the best promise toward control of delinquent behavior appears to be offered by a comprehensive approach -- an approach that combines a number of techniques geared toward reducing poor environmental influences, improving *good* environments, and treating youths who have adopted delinquent behaviors.

The new patrolman in a progressive juvenile division will be working more closely with psychologists, psychiatrists, and social workers, as well as juvenile probation officers, to accomplish this goal.

THE POLICE ROLE IN THE PREVENTION OF DELINQUENCY

Police Intervention

American police departments were created for, and have as their central role, the prevention of crime and delinquency. No other agency exists for these specific purposes. The police usually are the first ones who come in contact with situations and conditions that call for preventive action, and are the agency that must take action or react to these situations.

The police officer on the street has the job of handling the immediate delinquency problem, which in most cases involves a violation of a law. However, the police are also expected to handle situations that do not involve law violations, but do involve dangerous conduct on the part of youth. At times, police may need to take a youth into *protective custody*, an action based on the facts of *what* the youth did. *Why* the youth did this violation is the responsibility of other social agencies.

Data Requirements. Two basic types of information are needed to aid in the administration of juvenile justice:

- One type relates to the specific details or physical evidence of the incident, such as *who*, *what*, *where*, *when*, and *how*, and the identity of the violator.

- The second type of information needed to administer justice relates to *why* the violation was committed, or the possible causes for this behavior. This information is needed to help the court determine the most helpful rehabilitation treatment for the good of the offender and the protection of society.

Police gather the first type of evidence. In many communities, a social worker, or juvenile probation officer, investigates and reports the *why* type, rather than the police.

Interagency Cooperation. Because of their responsibility for crime prevention, the police usually are given the greatest amount of cooperation from other agencies working to prevent delinquency problems.

The causes of delinquency are highly complex and interwoven. To deal with these various causes, a multitude of agencies and institutions have been organized to provide a coordinated effort to work toward the prevention of delinquency. These agencies include guidance groups, employment services, welfare, recreation programs, etc. Delinquency prevention is not the chief function of any of these other agencies, and very possibly would not be a matter of serious concern to any agency, were it not for police leadership and coordinating efforts.

Anticipating Criminal Action. A more difficult problem for police occurs when a law has not been clearly violated, yet action needs to be taken by the officer. The threat of violation, or possibly the degree of violation, is highly complex and perplexing.

In anticipating problems, officers must also constantly guard against unnecessary or unwarranted interference with the possible offender. The fact that the officer disapproves of certain types of juvenile conduct does not give him the right to antagonize or disperse a group. The officer must have good reason for taking action.

There is a very personal reason for this caution on the part of the police. Today's youth are the adults of tomorrow, and the support provided for police services in the future will depend to a large extent on the relationships established with the youth of today. Additionally, by helping children in trouble, the police are helping the parents, which also aids in gaining the parents' support and cooperation.

Thus, ill-conceived actions on the part of the police can *boomerang,* and ultimately work to their detriment.

Prevention Techniques

Police have developed a number of basic techniques or services that do much to decrease the opportunities for delinquent acts.

Patrol and Inspection. Frequent patrol and inspection can actively deter delinquency by showing a continuing police presence. Other techniques include enforcing regulations pertaining to dance halls, bars, swimming pools, etc.; and apprehending persons who may contribute to delinquency.

Finding Potential Problems. These activities help the police to:

- identify areas where delinquency prevention programs may be of value,
- identify youths who may be beginning to get into trouble,
- identify areas where legitimate forms of recreation or treatment may be needed,
- identify other services needed in high delinquency neighborhoods. These include vocational training, job placement, recreation programs, counseling, community relations programs, etc.

Working with Other Agencies. Police make other agencies aware of these possible problems, and offer recommendations of ways in which these agencies may help to better the community. They help to show where such efforts would do the greatest amount of good. They work cooperatively with these agencies.

Police-Initiated Activities. The police initiate separate efforts toward:

- helping youths find jobs,
- encouraging drop-outs to get back into school,
- conducting recreation programs,
- referring youths to other agencies which may be able to be of help to young people who appear to be getting into trouble.

In areas where a high degree of delinquency exists, police often involve youths in police-related activities. These activities, such as traffic patrol, or controlling recreation programs, provide youth with jobs offering some prestige, and possibly even some pay for their services.

Police also work to provide other kinds of services such as:

- placing sprinklers on fire hydrants during hot weather,
- closing streets for sledding, or supervising skating areas in cold weather,
- attending youth activities such as dances and athletic events to help youths maintain order,
- working with student councils and neighborhood youth councils to discuss and resolve common problems, exchange

ideas, and improve mutual understanding and trust,

- sponsoring and helping plan youth activities, such as: helping the sick or elderly, cleaning up debris in the neighborhood, constructing athletic facilities, working in hospitals, fixing and distributing toys at Christmas, organizing playground activities and trips,

- arranging for youth to be represented before political or governmental bodies.

Correction Techniques

Youthful persons continue to commit vandalism and crime despite the best known police prevention techniques. Delinquency is a form of conduct that would be considered criminal if the youth were older. Therefore, techniques for investigating and reporting such acts are the same as those used for adults.

Need for Discretion. Among the basic criteria for a good police officer is his ability to use discretion in the decision whether or not to make an arrest, or to prosecute. The officer should always keep in mind the best interests of both society and the individual.

Need for Involving Parents. When police make contact with juveniles, the parents should be notified whenever an official report is to be filed. This will alert the parents to their child's delinquent behavior, with the probable correctional action to be taken.

However, police normally do not notify parents of minor incidents of which no record is made. Such minor incidents would include taking juveniles into custody:

- for habitual truancy from school,

- for lack of control by parents, and

- when a situation exists that is not healthy or conducive to the well-being of the youth.

The parents are notified, preferably by personal contact of an officer, at the time the youth is taken into custody. They are given complete details about the situation, including the place of confinement. Interrogation of the juvenile can take place with or without the parents' presence or cooperation, although efforts should be made to have the parents present. As usual, the youth should be advised of his legal rights before interrogation.

Need for Prior Data. Investigative procedures include reports on the normal activities of the offender, which can aid in determining possible actions. These include:

- prior juvenile police records;
- an overall impression of the juvenile,
- the possible risks posed to both the juvenile and the community,
- the ability of the parents to supervise the child, and
- the home atmosphere and influences.

Possible Correctional Actions. Possible resulting actions, depending on the seriousness of the criminal act and the investigative reports, may be:

- outright release of the child to the parents;
- release to the parents with referral to an appropriate community agency;
- referral to juvenile court with release of the youth to the parents' custody until the appearance in court;
- referral to juvenile court,
- placement of the child in a foster home, shelter, or place of detention until court action has been taken.

Other policies or procedures relating to the handling of youth, as prescribed by the local police agency, are also followed.

THE POLICE PATROL AND YOUTH PROBLEMS

Officers assigned to patrol functions act as a crime prevention force regardless of the age of the offenders with whom they must come into contact.

The fact that juveniles are not exempt from law enforcement, cannot be overemphasized. The patrolman's duties are perserving of the peace, and protecting life and property. If a suspect turns out to be a juvenile, he or she is still investigated, identified, and handled, in the same manner as the adult. This may include the use of force by the police officer if necessary. The probable cause or grounds for arrest are the same for juvenile and adult violators of the law. Even the handling of evidence is the same, whether the offender is referred to juvenile court or criminal court.

Knowledge of Youth Problems

The police officer or aide needs to be familiar with certain *general* kinds of youth problems for greatest effectiveness. Youths spend much of their time at such hang-outs as hamburger or pizza stands, drive-in restaurants, candy stores, drug stores, and places of recreation. These places seldom have trouble in their vicinity, but are the places where some youths plan delinquent or criminal activities.

The officer or aide should be alert to investigate any abnormal activity changes, such as absence of the usual group from its ordinary location. Youths frequently block sidewalks and drives near these hang-outs, and are noisy or raucous; the officer must control these situations before they increase to the point where they may be major problems.

Cooperation of Juveniles and the Police

Juveniles are normally ready to help an officer or aide when he is seeking information. It is an important part of the officer's job to be aware of what is happening on his beat or in his patrol area. This job can be made easier if the officer has reliable sources of information. *Knowing how to handle and react to youths can improve communication and mutual trust, provide leads or tips, and can be a great advantage to the officer.*

The Truancy Problem

Although truancy is essentially a school problem, police often become involved when the truancy is continuous. Truancy often is a sign of potential delinquency, and may indirectly lead to criminal acts. Local policies of the school authorities and police department usually describe how the officer or aide is to handle truants.

Adolescence - A Period of Testing

Adolescence is a period of normal growth when youth are no longer children, but are not yet adults; this time period is a transition from childhood into adulthood. The adolescent's physical and social maturity is gradually developing during this stage. Youths find themselves in an in-between status, a *no-man's land,* as neither children nor adults.

This results in the formation of a teenage culture or way of life style of their own. Adolescents accept their own peers, and set their own acceptance standards, but some withdraw from adults.

Teenagers frequently test the authority of parents, teachers, police, etc., as their way of showing their independence. Youths show-off, and say and do things in front of a police officer to *test* him. These testings are usually composed of things which may not be done by adults, who are more sure of themselves and know where they stand. Youths often talk back loudly to authorities. They are insulting and try to learn just how much they can get away with.

Behavior of this type is an indication of the maturity level of the adolescent, and is accepted by the officer or aide as such - a part of the growing-up process. Police officers should find a calm, relaxed way of dealing with this type of behavior. With tact and understanding on the part of the patrolman, this can be accomplished without embarrassing them, or resorting to threats. By being fair and treating adolescents with respect, the police officer can usually secure the compliance of youths with the law.

The Problem of the Gang

The sight of a teenage gang is often of great concern to adults. It raises thoughts of crime, fights, and delinquency, and makes responsible persons wonder why these youths are not doing something more constructive. During adolescence, both law-abiding teenagers and delinquents form into groups. This is a manifestation of the natural tendency of all people to be with persons of the same age and interests. This group activity is especially strong during adolescence.

Adolescent groups take many forms. They may be organized around athletics, friends, school interests and activities, recreation interests, hobbies, etc. Members of these social groups seldom have criminal or delinquency problems. However, one type of group, known as the *gang,* should be distinguished from these other types.

Police agencies classify gangs as any group of individuals whose delinquent behavior has brought them to the attention of the police, whether they have a formal organization or not. The gang is characterized by a close degree of togetherness and loyalty between members. They are usually organized to participate in conflict or fights, or engage in criminal activities. Other characteristics often seen in gangs include:

- the great control which the gang leader holds over the gang members,
- the delinquent, or criminal and antisocial intent of members,
- the continual hostility shown toward the police.

The gang:

- gives members social approval, security, status, friends, and thrills;
- teaches them how to commit crimes and dispose of stolen goods safely and at a good price;
- gives them a code of conduct which must be followed; and
- gives them support if it should be needed in criminal and other activities.

Gangs in larger cities frequently engage in fights or conflicts with other gangs. Police find it difficult to obtain information from members, although some gang members do talk when alone.

Students are aware that it is normal for adolescents to travel in groups of one sort or another, and that most juvenile groups are not gangs, and are not a serious police problem. However, the control of organized gangs is a serious and complex problem which disturbs all law-enforcement agencies.

The best means of control is very probably the least appreciated - creation of an atmosphere of cooperation and trust in the neighborhood, so that gangs have no reason for formation; supplemented with opportunities for wholesome and creative juvenile activity.

STUDENT LEARNING ACTIVITIES

- Ask a police sergeant or criminal lawyer for the legal definition of a juvenile delinquent in your community.
- Discuss causes and effects of behavior problems with a psychologist. In what ways do school counselors explain juvenile delinquency?
- Visit a police station and ask help in compiling a list of the types of delinquency problems in the community.
- Determine how much juvenile delinquents cost your local community in a recent month in terms of property loss, police time and effort, court actions, etc. Describe the findings to the class.
- Debate statements such as, *Bad home environment is the cause of juvenile delinquency,* or *It is wrong to join a gang.*
- Interview a probation or parole officer, and ask him to describe his role in the treatment, prevention, and rehabilitation of youthful offenders.

- Write a report describing ways in which the overall *environment* of the community could be improved.
- Lead a class discussion on ways in which students could help to improve their environment and their community.
- View and discuss films on juvenile delinquency, as for example, *The Delinquents, Part I and II, Mike Makes the Mark,* and *Adolescence.*

TEACHER MANAGEMENT ACTIVITIES

- Conduct an in-depth class discussion on some of the causes of delinquency.
- Lead a class *brainstorm* session on ways by which delinquency could be reduced in the community.
- Compile a list of delinquent acts committed in the community. Conduct a class discussion on reasons for committing these acts with measures that could be taken to prevent their reoccurrence.
- Ask the school psychologist to describe factors which lead to and which inhibit juvenile delinquency. In what ways do counselors handle these problems?
- Allow students to debate such statements as, *Bad home environment is the cause of juvenile delinquency,* or *It is wrong to join a gang.*
- Compile a file of newspaper stories describing acts of juvenile delinquency. Lead a class discussion on possible reasons for these acts, and what students and/or the community might do to prevent a reoccurrence.
- Ask a police officer to describe the role of the police department and its relationship and attitude toward youth.
- Show and discuss films such as *The Delinquents, Parts I and II, Mike Makes the Mark,* and *Adolescence.*

RESOURCES

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Community Problem Solving: The Delinquency Example, Irving Spergel, University of Chicago Press, 1969.

Rebel Without a Cause, Robert M. Lindner, Grove Press, 1969.

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Appendix A

RESOURCE SUPPLIERS

Appendix A

RESOURCE SUPPLIERS

This appendix is a listing of suppliers of resources itemized at the end of each unit of the individual sections.

American Mutual Insurance Alliance
20 North Wacker Drive
Chicago, Illinois 60606

Appleton-Century-Crofts
Affiliate, Educational Division,
Meredith Corporation
440 Park Avenue South
New York, N.Y. 10016

Arco Publishing Company
219 Park Avenue South
New York, N.Y. 10003

Arno Press, Inc.
Publishing and Library Service
of The New York Times
330 Madison Avenue
New York, N.Y. 10017

Association Films, Inc.
600 Madison Avenue
New York, N.Y. 10022

Bailey-Film Associates
Division of CBS/Holt Group
11559 Santa Monica Boulevard
West Los Angeles, CA 90025

Charles Cahill & Associates, Inc.
P. O. Box 1010
Hollywood, CA 90028

Encyclopaedia Britannica
Educational Corporation
425 North Michigan Avenue
Chicago, Illinois 60611

Foundation Press, Inc.
170 Old Country Road
Mineola, N.Y. 11501

Free Press
Orders to MacMillan Company
866 Third Avenue
New York, N.Y. 10022

Glenco Press
Division of MacMillan Company
8701 Wilshire Boulevard
Beverly Hills, CA 90211

Grove Press, Inc.
53 E. 11th Street
New York, N.Y. 10003

Harper and Row Publishers
College Department
49 East 33rd Street
New York, N.Y. 10016

Harvard University Press
Joint Center for Urban Studies
Kittridge Hall
79 Garden Street
Cambridge, Massachusetts

Henk Newenhouse/Novo
1825 Willow Road
Northfield, Illinois 60093

Holt, Rinehart, and Winston, Inc.
383 Madison Avenue
New York, N.Y. 10022

Indiana University Audio-Visual Center
Field Services Department
Bloomington, Indiana 47401

International Association of
Chiefs of Police
1319 18th Street, N.W.
Washington, D.C. 20036

International City Management
1140 Connecticut Avenue, N.W.
Washington, D.C. 20036

Law Enforcement Assistance
Administration
Statistics Division
633 Indiana Avenue
Washington, D.C. 20530

Legal Book Corporation
316 W. Second Street
Los Angeles, California 90012

J. B. Lippincott Company
East Washington Square
Philadelphia, Pennsylvania 19105

Little, Brown and Company
34 Beacon Street
Boston, Massachusetts 02106

McGraw-Hill Book Company
330 West 42nd Street
New York, N.Y. 10036

National Education Association
1201 16th Street, N.W.
Washington, D.C. 20036

Northwestern University Press
1735 Benson Avenue
Evanston, Illinois 60201

F. E. Peacock Publishers
401 West Irving Park Road
Itasca, Illinois 60143

Prentice-Hall, Inc.
Orders to Englewood Cliffs, N.J.
70 - 5th Avenue
New York, N.Y. 10011

Random House, Inc.
Subsidiary of Radio Corporation
of America
201 E. 50th Street
New York, N.Y. 10022

Serina Press
70 Kennedy Street
Alexandria, Virginia 22305

Charles C. Thomas Publishers
301 - 327 E. Lawrence Avenue
Springfield, Illinois 62703

The Traffic Institute Publications
Orders to Northwestern University
Press
1735 Benson Avenue
Evanston, Illinois 60201

United States Department of
Health, Education, and Welfare
330 Independence Avenue
Washington, D.C. 20201

United States Government Printing
Office
Division of Public Documents
Washington, D.C. 20402

United States National Audiovisual
Center
National Archives and Records
Service
Washington, D.C. 20409

University Publishing and
Distributing Corporation
235 E. 45th Street
New York, N.Y. 10017

University of Chicago Press
5750 Ellis Avenue
Chicago, Illinois 60637

Westinghouse Learning Corporation
2680 Hanover Street
Palo Alto, California 94304

John Wiley & Sons, Inc.
605 3rd Avenue
New York, N.Y. 10016

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